REPORT

OF THE

JOINT RELIEF COMMISSION

OF THE

INTERNATIONAL RED CROSS

1941-1946

GENEVA

INTERNATIONAL RED CROSS COMMITTEE
LEAGUE OF RED CROSS SOCIETIES

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PREFACE

Collaboration between the International Red Cross Committee and the League of Red Cross Societies for which Article IX of the Statutes of the International Red Cross provides, was seen, during and after the recent war, to particular advantage in the field of relief for civil populations, who were victims of the war. The chief agency for that relief work was the Joint Relief Commission of the International Red Cross.

The report that the International Committee and the League have the honour to present to the XVIIth International Red Cross Conference on their work done in collaboration, sets out the facts that led up to the foundation of the Joint Relief Commission. It is, therefore, not necessary to review them in this note. On the other hand, there is some point in making brief reference to the contribution made by each of these two organizations to the joint task.

The part assigned to the League of Red Cross Societies, as a world federation of all National Societies, was to secure for the Joint Commission the support of its member Societies. It succeeded in enlisting the interest of a number of the societies in the work of the Joint Commission. Those societies made good their interest by subscribing considerable funds to the Commission and by other support in the form of help in purchasing, transport and distribution.

In spite of a state of war, the League was able to put the case for the Joint Commission both to the Societies which were contributors and those which were beneficiaries, both to those of belligerent countries and to those not at war. Appreciation of that fact is important since it is a clear indication of the will of the Red Cross Societies to collaborate and to help one another even in time of war, and it is evidence of the aim to remain united within the federation whatever the situation created by international politics.

In 1939, the headquarters of the League were transferred from Paris to Geneva and it then became possible to put part of its advisory services, experienced in distribution of relief, at the disposal of the Joint Commission.

The value of the partnership of the International Red Cross Committee lay in its almost universal recognition as a neutral intermediary and in the fact that it could carry on its work in almost all of the countries at war with the full approval of the Authorities. Therein was its supreme opportunity. The belligerents had indeed faith in its impartiality and that confidence most certainly derived for the most
part from the perpetual neutrality of Switzerland, the country where the Committee has its headquarters and from whose citizens it recruits its Members and its necessary personnel. Moreover, beyond any doubt, it is by virtue of the principles which inform its traditional service that the relief which is carried out in its name has not the slightest political bearing and on the other hand keeps a strictly humanitarian significance.

The International Red Cross Committee also enjoyed a number of facilities of practical importance. In many countries it was represented by delegates duly accredited to the governments and the National Societies. These delegates were able to take the necessary action to secure gifts, to get export licences, to arrange transport and to take the responsibility for receiving and distributing relief. The reports of such delegates served the purpose of informing donors, precisely and impartially, of the results of the relief measures to which they had contributed.

The respective contributions of the League and of the International Committee were, then, in different fields. They were, nevertheless, complementary and fortunately served to assure to their joint advisory body a maximum usefulness at a time when the international situation created very great obstacles to the operation of relief schemes affecting both sides in the war.

It is especially these difficulties that the first part of this report records, when it describes the work of the Joint Commission from the autumn of 1940 to the time when it was dissolved at the end of 1946. It is written by M. Robert Jaquet, director of the Intellectual Section of the Joint Commission. The reader, in taking these problems into account, will understand why the relief activities of the Joint Commission, in spite of all that went to their scrupulous preparation, very often had an improvised character.

The second part of the report is a summary of the relief work undertaken in the different countries. It shows that the improvisations were justified even through, judged from a commercial point of view, they were perhaps, sometimes very bold. The appeals for help, moving and always urgent, had to have a response in every case where relief was feasible.

It is in the spirit of the fundamental principles of the Red Cross that the International Committee and the League set themselves, in the course of the recent war, to accomplish the common task entrusted to them by the International Red Cross Conference in 1938.
THE INTERNATIONAL ORGANISATIONS
OF THE RED CROSS AND RELIEF
FOR CIVILIAN POPULATIONS

I. Early Relief Activities.

Ever since the end of the first world war, the fate of civilian populations in the event of hostilities was a matter of concern to the international organisations of the Red Cross.

As early as 1921, on the proposal of the Swedish and Danish Red Cross Societies, the Geneva Conference had expressed the hope that Governments would come to some arrangement to mitigate the too rigorous application of blockade regulations in the case of old persons, invalids and children.

At the Conferences of Geneva (1925), The Hague (1928) and Brussels (1930), the International Red Cross Committee was requested to consider what alleviations could be granted to certain categories of the civilian population in the event either of economic sanctions or of open war.

Furthermore, Article 9 of the Statutes of the International Red Cross, adopted at The Hague in 1928, provided as follows:

“The International Committee of the Red Cross and the League of Red Cross Societies shall co-operate in matters touching upon the activities of both, and especially in regard to the endeavours of relief organisations in the event of national or international calamities."

It will be seen therefore that the legal principles of joint relief action had been adopted for some considerable time when, in the spring of 1940, the second world war entered into its totalitarian phase. Another great help towards practical contact on this matter was the transfer, in September 1939, of the Headquarters of the League of Red Cross Societies from Paris to Geneva.
The first joint action undertaken during the recent war took place in May 1940, for the relief of about ten million Belgian, French, Dutch and Luxemburg refugees, who had been driven from their homes as the result of military operations, and were streaming towards the South of France. At that moment, 32 National Red Cross Societies received a joint appeal from the Committee and the League. The response was considerable and relief was distributed in the form of food and clothing.

Nevertheless, during the Summer and Autumn of 1940, the situation grew steadily worse in several parts of Europe, e.g., France, Belgium, the Netherlands and Greece. As the result of various negotiations between the Directors of the International Committee and the League, a preliminary Joint Session was held on 28 October 1940, during which the phrase “Joint Commission” was heard for the first time.

The main objectives of subsequent Joint Sessions were (i) to approach the Bank of International Settlements with the object of opening, in all its affiliated establishments in the various countries, of accounts in the joint name of the International Committee and the League and (ii) the convocation, for consultation, of experts, whom the Committee and the League had succeeded in interesting in the matter, to consider such possibilities of purchase and transport as existed at the time. Letters were also drafted and despatched to the Governments and National Red Cross Societies of almost all countries in the world, in which the Committee and the League asked for gifts both in money and in kind, and for export and warehousing facilities. To these letters were appended lists of the foodstuffs and pharmaceutical products chiefly required.

The Committee and the League also contemplated the purchase of foodstuffs in the producing countries and the building up of stocks which could be drawn upon as required for the benefit of certain regions particularly affected by the war. Governments and National Red Cross Societies were urged to facilitate both possible purchases and the granting of the necessary export permits.

The countries of Latin America were asked to give either funds or medical supplies, facilities having been granted for the transport of the latter through the British Blockade.

The results of this general appeal (22 November 1940) were disappointing. Positive answers were received only from the
Governments of Denmark and Mexico and from the Red Cross Societies of the U.S.A., Denmark, Ecuador and Japan. These between them contributed funds amounting to Sw. Fr. 118,539.45.

Of its total contribution of 75,000 crowns, the Danish Government put 70,000 crowns at the disposal of the Danish Red Cross for the purchase of milk products for Belgium. This reduced to Sw. Fr. 60,549.45 the total amount paid into the Bank of International Settlement, to the account entitled "Restricted Funds" of the League.

The Turkish Red Crescent decided to offer a gift in kind, which took the form of 15,000 kg. of raisins.

The Spanish Government supplied a list of products purchasable in Spain, but the limited financial resources of the Joint Commission did not permit it to take advantage of the offer.

On 31 January 1941, the Swiss Government stated that, in so far as the food situation and the internal condition of the country allowed, it would authorise the export of foodstuffs. It also offered to provide the rolling-stock necessary for the transport of these foodstuffs, and added that there was no objection to the building up of food stocks, provided that their passage into Switzerland did not seriously interfere with the transport of goods intended to satisfy the internal requirements of the country.

The benevolent attitude of the Swiss Authorities towards the Red Cross remained unequivocal throughout the war years. We shall have the opportunity, on more than one occasion, of returning to this subject.

Lists of pharmaceutical requirements were drawn up for various countries by the expert who had put his services at the disposal of the Joint Commission. A delivery was made to Belgium, as a result of which the President of the Belgian Red Cross financed a purchase of vitamins.

2. FOUNDATION OF THE JOINT RELIEF COMMISSION.

As stated above, the judicial basis of the creation of the Joint Commission was to be found in the 1928 Statutes of the International Red Cross. It now remained to determine the exact form of the organisation in relation to its founders, the Committee and the League.
It became clear from the outset that the Joint Commission would have to assume considerable financial commitments, apart from possible commitments by the two International Red Cross organisations. It became necessary therefore to limit the liabilities of the two organisations, or of their members, as regards the responsibilities taken on by the Joint Commission. The only practicable method was to endow the Joint Commission with a legal persona, thus permitting it to become independently responsible for the operations undertaken by its management.

The first expedient considered was to constitute a company under Swiss law, i.e., to provide for a separate capital fund for pursuing a defined objective. This seemed at first the only practicable method, since, under a mistaken interpretation of the Statutes of the League, it had been generally held that the League had no civil persona under Swiss law.

Further and deeper consideration of the question, however, made it clear that this was not the case and that it was possible for the League of Red Cross Societies to enjoy rights and responsibilities on the same footing as the International Red Cross Committee. This consideration made it possible to set up a non-profit-making Association, under Articles 60 et seq. of the Swiss Civil Code. The members of such an association could be drawn both from the League and from the Committee. It was found possible to adopt this formula as the result of a legal decision of the Swiss Federal Tribunal which authorised an association between two personae, when such personae were themselves associations.

The new Association took steps to register itself on the Commercial Register of Geneva, thus providing its constitution with an incontestable juridical basis.

It should be observed that the new Association was no more than a technical method of facilitating the joint work of the Committee and the League, and that it was never, in the eyes of its founders, a new organisation of the International Red Cross, superimposed upon the two existing organisations. It is in any event clear that such a new organisation could have been created only by the International Red Cross Conference.

Draft statutes for the Association were considered and adopted (23 July 1941) by the Directors of the Committee and of the League.
Generally speaking, although the new Statutes followed the lines hitherto laid down, they nevertheless introduced an innovation by setting up a Council. Although the supreme direction of the Joint Commission continued to be a general assembly, composed of two persons representing, with full powers, one, the International Red Cross Committee, and the other, the League of Red Cross Societies, it was the Council which in practice controlled the work of the Joint Commission and constituted its legislative authority. Following out the principle of joint responsibility, the Council consisted of two members from each institution, together with a fifth member chosen by mutual agreement from outside the two institutions.

During 1941 the International Committee was represented on the Council by M. Carl Burckhardt, who was Chairman during this period. M. Burckhardt's associates were, in succession, M. E. de Haller, M. Jacques B. Micheli and Dr. A. Cramer. The League was represented by M. B. de Rougé, its Secretary-General, assisted by M. G. Milsom, its deputy secretary-general. The fifth member was Dr. Robert Bœhringer, who had hitherto taken an active part, as an expert, in the work of the Joint Commission, and had, in this capacity, created the Pharmaceutical Service. We shall report below such modifications as were, in the course of time, made in the Statutes of the Joint Commission, and the changes in the composition of the Council.

As early as the time of its first relief deliveries to Belgium, Finland, France and Norway, the Joint Commission came for the first time upon the difficulties which were destined to obstruct all its future work.

These difficulties were of a widely different nature. They were as follows:

(1) The paucity of available funds;
(2) Difficulties of procuring goods;
(3) Difficulties of transport;
(4) The Blockade and the Counter-blockade.

We shall consider, one by one, developments in these separate spheres, between 1941 and 1946.

\(^1\) Cf. Chapter XIV.
THE BLOCKADE

I. Method of Application.

From the very outset of its work, the Joint Relief Commission had to cope with innumerable difficulties caused by the measures taken by the British Government to ensure the Blockade of Europe. The system of control was no longer operated solely on the high seas, as in the 1914-18 war, but at embarkation ports. Goods had to have a "Navicert" in order to leave ports, or a "Landcert" in the case of a Continental country.

On the other side, the Germans maintained strict supervision over all exports from Switzerland. With this end in view, they had instituted a system of Geleitscheine, a kind of export certificate, which had to be delivered by the representative of the German Government in Switzerland for the greater part of the goods which left the country over and above the normal quota. Few products were exempt from this formality. Moreover, the list of goods for which Geleitscheine were obligatory was constantly being changed, and modifications were regularly published in the Feuille officielle suisse du Commerce. When Italy came into the war, the Italians established a somewhat similar system, in the form of "accompanying certificates", which had to be obtained for all deliveries in transit over Italian territory. It therefore became necessary to arrange that relief exports from Switzerland should not be included in the quotas fixed by the German Authorities for commercial exchanges between Switzerland and abroad.

As early as the Summer of 1940 — i.e., even before the Joint Commission came into being, the International Red Cross Committee, when appealed to by the French Red Cross on behalf of refugees in the two zones of France, had asked the British Authorities to permit the passage of goods offered from South America.

In an important letter (14 September 1940), which was soon afterwards to serve as the basis of all the negotiations which the
Committee was to have to undertake in order to allow the Joint Commission to pass relief stores through the blockade, the Minister of Economic Warfare set out the views of the British Government. He expressed the view that it was for the occupying Power to ensure the food supplies of districts under its jurisdiction. Relief-deliveries could only result in lightening the burden of the occupying Power, in particular by allowing it, if not to restrain upon such relief supplies, at least to increase requisitions of local produce. Moreover, territories occupied or effectively controlled by the enemy (e.g., France) would not have been threatened with famine if the invader had not requisitioned all local produce. Finally, the British Government put forward the view that humanitarian considerations were an argument in favour of a tightening of the blockade, since, in its view, such action would result in shortening the duration of hostilities. An exception was made in the case of "medical stores destined essentially and exclusively for the needs of invalids and the wounded". Such authorisation, however, was to be interpreted in the narrowest sense, and could not be extended to cover vitamins, cod-liver oil, hospital accessories, etc. It may also be mentioned here that the list of medical supplies authorised to pass the blockade was subject to frequent changes. This yet further complicated the process of obtaining "Navicerts".

Shortly afterwards, the Committee and the League launched their appeal, referred to above\(^1\), on behalf of women and children victimised by war. The German Government at once replied, through the medium of its Consul in Geneva, that it accepted the principle of the distribution of relief to necessitous populations in districts occupied by the German forces. The letter on this subject, addressed to the International Committee on 11 January 1941, said, \textit{inter alia}:

"The senders of relief supplies destined for the population of occupied districts are entitled, in countries under German control, to exemption from customs duties and transport tariffs, always provided such deliveries are addressed to the German Red Cross. The distribution of gifts will be carried out by the local welfare associations of the occupied territories in accordance with the wishes of the donors. There is no question of such gifts being

\(^1\) \textit{Cf} p. 2.
utilised for the benefit of German troops or German officials. Representatives of the donors will, in certain cases, be allowed to proceed to occupied territories in order to assure themselves of the regular and equitable distribution of the gifts. Foreign donors may rely upon the help and co-operation of the German Red Cross and of the other German welfare organisations."

This benevolent attitude on the part of the German Authorities allowed the Joint Commission to reassure the British Authorities, who had always laid down conditions concerning the ultimate use made of relief goods, before permitting them to pass through the blockade.

2. FIRST ATTEMPTS TO RELAX THE BLOCKADE.

At the very beginning of 1941, the International Committee entered upon its negotiations with the British Government with the object of obtaining such relaxations of the blockade regulations as would allow of the earlier relief activities of the Joint Commission being set on foot. The Committee described the tragic plight of children in, e.g., France and Belgium and, at the same time, asked the Ministry of Economic Warfare to authorise the passage through the blockade of two or three vessels containing foodstuffs which the Red Cross Societies of Latin America hoped to collect as soon as possible.

As regards the delivery of condensed milk and foodstuffs from South America, the British Authorities replied in the negative. On the other hand, they let it be known that they would consider favourably the scheme of relief for camps in the South of France. This was a question affecting a very special class of beneficiaries, and the British Authorities showed great concern for these internees, whose undefined status presented certain analogies with that of prisoners of war, in whose favour blockade severities had already been considerably relaxed. Moreover, the distribution of relief in camps was more easily controlled than distribution among the civilian population of a country.

On 24 April 1941, therefore, the British Government announced that it was prepared to issue "Navicerts" for deliveries of bulk

1 Cf Appendix 1.
packages of foodstuffs destined for civilian internees in the South of France, subject to the following conditions:

(1) That the French Government will grant the same customs franchise and other privileges as in the case of prisoners of war;
(2) that goods are sent to the camps in bulk only;
(3) that the International or American Red Cross or the American Friends Service Committee will appoint resident supervisory staffs at each camp, and are allowed all facilities for inspection and control;
(4) that periodical reports are furnished to this Ministry showing the number of persons interned in each camp, the quantities of goods delivered and evidence that the scheme is working satisfactorily.

The conditions imposed by the British Authorities were communicated to the French Government.

The first two conditions were at once accepted. The principle of distribution committees in each camp had already been agreed. The French Authorities, however, pointed out that these committees would include members of the local French Red Cross and of the Emigrants' Assistance Service, whose social helpers were already accustomed to dealing with camps.

Negotiations continued until the approach of Winter. A prompt decision then became desirable and, about mid-November 1941, the Joint Relief Commission proposed to the British Authorities that distribution should be assured by:

(1) the local French Red Cross Committee nearest to the camp concerned;
(2) a representative of the Joint Relief Commission of the International Red Cross.

These persons were to supervise distributions in liaison with:

(a) the social helpers who were in permanent residence in the camps;
(b) the representatives of American relief organisations concerned with refugees.

A report signed by these organisations or persons was to be drawn up after each distribution of relief.
This proposal was accepted by the French Government on 6 December 1941.

Informed of the French Government's acceptance, the British Government approved the Joint Commission's plan by telegram dated 4 January 1942.

Meanwhile, however, the United States had entered the war, and it had become impossible to obtain from the U.S.A. the relief parcels which it had been hoped to send to the refugees in the South of France. On the other hand, the Society of Friends put 50 tons' weight of clothing for these refugees at the disposal of the Joint Commission and "Navicerts" were granted for this by the British Government during February 1942. It was possible to direct this clothing to Marseilles during the Summer of 1942.

3. Further Negotiations.

During 1941, the International Committee submitted to the Minister of Economic Warfare in person a further proposal for a certain increase in the food ration for children in Belgium and Greece. For this purpose, supplementary supplies were to be sent from America to Lisbon, and the proposal was that distribution in the two countries should be undertaken by the Joint Commission. The answer (13 August 1941) to this request was in the negative. A further, more detailed, letter on the same subject dated 6 September, repeated the arguments advanced in September 1940.

A further attempt was made in October 1941, as the result of a series of interviews between the Joint Commission and the delegate of the British Red Cross in Geneva. The object was to obtain authorisation, through the medium of the British Red Cross in London, to purchase in America, at a cost of about £100,000, milk products for distribution at Christmas to children in Belgium, France, Norway, Poland, Greece, Yugoslavia and the Netherlands. This request met with no more success than the previous one.

It should be mentioned that, during 1941, it had been possible, in spite of the difficulties, to obtain "Navicerts" for the transport of 60 kg. of white vaseline, a gift of the Chilean Red Cross, and of 9 million units of insulin from Argentina. These gifts were the only response to the action taken at that period in Latin America
by the National Red Cross Societies on behalf of civilian populations. The previous plan for the despatch of foodstuffs and clothing on board three ships had fallen through owing to the opposition of the Blockade Authorities.

Early in 1942, however, the International Committee succeeded in obtaining an important exception to the blockade regulations. The question at issue was the despatch of immediate help on a large scale to the civilian population of Greece, to whose tragic fate the attention of the international organisations of the Red Cross had been drawn as early as the Spring of 1941. It was true that there existed a regular relief service organised from Turkey by the delegate of the International Committee, but this service was restricted both by Turkish export limitations and by deficiency of transport (two vessels, sailing under the safe-conduct of the belligerents). For this reason, M. C. J. Burckhardt, a member of the International Committee and Chairman of the Council of the Joint Commission, went on mission to London at the end of December 1941 and there raised the question with the British Authorities. His intervention on the spot met with more success than all the fruitless negotiations by letter during the preceding months.

At the beginning of March, the delegate of the International Committee at Athens provided further details concerning the situation in Greece. As a result, long telegrams were despatched to the British Ministry of Economic Warfare and to the American Red Cross (12 and 20 March respectively).

The object of these telegrams was to secure the regular despatch of relief, in the form not only of flour, but also of dried vegetables, which were indispensable for supplying the soup kitchens which had already been organised by the delegation of the International Committee.

A further difficulty arose when the Italian Red Cross announced the imminent cessation of deliveries to Greece of Italian grain. The British Authorities believed that there was a relation of cause and effect between the Italian decision and the passage of grain through the blockade. On 7 April, the British Consul in Geneva announced the "serious anxiety" of the British Government on the question.

By telegram of 18 April to the Ministry of Economic Warfare, further details were given concerning deliveries of Italian and
German grain, and the suspicions of the British Authorities were allayed.

Apart from the S.S. "Radmansö", two other neutral vessels, under safe-conduct from the belligerents and under the supervision of agents of the International Committee, carried grains and corn to Greece. Both arrived at Piraeus on 16 April. One, the S.S. "Hallaren", carried 52 tons of sugar and medical stores, the gift of the Swedish Red Cross, 4500 tons of grain bought in Lisbon from the Swiss Government, and 250 tons of salt fish. The other, the S.S. "Sicilia", from New York, landed a cargo of 2300 tons of corn and between 9 and 10 tons of pharmaceutical products.

About the same time, the Joint Commission was entrusted by the Committee of Polish Relief with the work of distributing in Poland 36 tons of medical stores, at that time in Lisbon. This operation is of interest, since this was the first time it was found possible to transport between Lisbon and Marseilles, on vessels of the International Committee, previously destined solely for the delivery of parcels to prisoners of war and civilian internees, goods destined for the relief of civilian populations. This exception, which was later to become the rule, was made possible only because these medical stores were under a British "Navicert."

The American Red Cross now took action and entrusted the Joint Commission with the work of distributing various medical stores in Belgium and France.

The technical services of the Joint Commission had had on several occasions opportunities to acquire foodstuffs or medical stores on very favourable terms in oversea countries. But in most cases it had proved impossible to secure the necessary funds before getting the "Navicerts." It should be observed that a great proportion of the relief operations hitherto mentioned were carried out with gifts originating from outside the blockade, i.e., from countries under Allied control, but that the Joint Commission had no power to buy goods outside the blockade, not even medical stores, despite the assurances given on more than one occasion in respect of this class of relief. Thus it was not until 1944 that the Pharmaceutical Service of the Commission was in a position to place its first orders outside the blockade, and it was not until the beginning of 1945 that purchases of foodstuffs could be made in America, with the consent of the British Authorities.
4. Purchases within the Blockade.

It being impossible to procure goods outside the blockade, the only remaining possibility for the Joint Commission was to acquire relief goods either from countries under the control of the Axis, in which case the funds did not come from the Allies, or, and chiefly, from neutral countries, although in this case exports were subject to strict control by the Allied Authorities. It was from Switzerland in particular that, for nearly two years, the Commission was able to arrange for the export of considerable quantities of relief goods.

5. Early Restrictions.

During 1942 the British Government began to be alarmed at the figures of Swiss exports and, on 16 June 1942, the Swiss Economic Mission in London, whose work it was to conclude a Commercial Agreement with Great Britain, informed the Department of Public Economy at Berne that the Ministry of Economic Warfare wished to exercise an advance control over deliveries by the Joint Commission to foreign countries. The Ministry faced the Commission with the following alternatives:

(1) either, to put deliveries under Swiss export quotas; or
(2) to draw up a quarterly purchases programme, to be submitted to the Ministry for approval.

The first alternative being out of the question, it remained to consider the second.

Purchases in Switzerland consisted mainly of pharmaceutical products, milk, milk products and, later, of clothing and footwear.

(a) As regards pharmaceutical products, the suggested procedure seemed unnecessary, since such products were, in principle, exempt from blockade regulations;
(b) As regards other goods, it seemed impossible for the Joint Commission to submit a purchases programme, in view of the fact that the drawing-up of such a programme depended on the requirements of the beneficiary countries, on funds available, on import licences and on transport facilities.
In November 1942, the Swiss Department of Public Economy transmitted to the Joint Commission a further letter from the British Ministry of Economic Warfare in which the British Authorities expressed the wish that the Joint Commission should draw up a list of goods which it considered as medical supplies which it proposed to export from Switzerland.

"We should be glad" added the Ministry, "to consider this list and to indicate to what destinations and in what quantities such goods can be exported from Switzerland."

The same procedure was laid down for foodstuffs.

In order to obtain greater freedom of action in its work, the Joint Commission thereupon entered into a long series of negotiations, continuing pari passu with the commercial negotiations under way in London between the representatives of the Swiss Federal Authorities and the British Government. It will be apparent later that there was never any chance of a solution of the problem of Red Cross exports except within the framework of a general agreement between the Swiss and British Governments.

During December the Joint Commission addressed a long letter to the Swiss Department of Public Economy, in which it set out in detail all the difficulties with which it was faced in carrying out its relief operations, as a result of the measures adopted by the British Authorities. The letter drew attention again to the freedom for the delivery of medical stores promised in M.E.W.'s letter of September 1940, as also the statements made by Mr. Dingle Foot, Secretary of M.E.W., who had agreed to the following derogations from the blockade regulations:

1. food relief schemes administered by the American Red Cross in non-occupied France in 1941;
2. the purchase of goods inside the blockade area, e.g., deliveries made by Switzerland to France and other countries, by Portugal to Belgium, by Sweden to Norway and by Turkey to Greece;
3. the despatch of relief to hungry Greece being considered by M.E.W. as a special case since the country is suffering not only from a food shortage, but from real famine.

None the less, the Joint Commission accepted the principle of quarterly programmes for submission to M.E.W.
Soon afterwards, the Commission forwarded to the British Authorities a full statement of its operations, and stressed the ever-increasing difficulties caused by the tightening of the blockade.

After further negotiations, M.E.W. urged that its approval should be sought for a programme of Red Cross Swiss exports financed by London, within which programme welfare operations should have freedom of choice. This programme would also have to be approved in advance by the competent Swiss Federal Authorities, i.e., the Federal Political Department and the Department of Commerce. In mid-March 1943, therefore, the Joint Commission sent to the Department of Public Economy a purchases programme of Swiss products for the forthcoming year. As it happened, however, this programme was not forwarded to London, since, in the meantime, the negotiations between the Federal Authorities and the Blockade Authorities had been broken off.

New regulations, proposed by the British Legation in Berne, came into force at the end of September 1943. These regulations were, however, valid only for Red Cross deliveries paid in sterling changed into Swiss francs, and destined for the most part for Belgium, Holland, Poland and Greece. First, such exports had to be authorised by a joint committee sitting in Berne, composed of the Commercial Attachés in Berne of Great Britain and the U.S.A., together with a representative of the Federal Authorities. Secondly, they had to be covered by a Swiss export licence. Furthermore, the goods exported were not to include more than 25% of raw material from countries at war with Great Britain.

6. RED CROSS EXPORTS.

In October, Anglo-Swiss negotiations were resumed in London and resulted in the London Agreement of 19 December 1943, Article 5 of which dealt with Red Cross exports. From 1 January 1944, all exports without exception from Switzerland to countries controlled by the forces of the Axis had to be submitted for the approval of the Joint Committee in Berne. The Imports and Exports Division in Berne could not grant an export licence to the Joint Relief Commission without the explicit consent of the Department of Commerce. Furthermore, an export programme for January, and a further plan for February and March, were pre-
pared by the Joint Commission and submitted for the approval of the Anglo-American Committee in Berne. The first programme was at once accepted; the second had to be submitted to M.E.W. which, on 7 February 1944, laid down the following conditions:

(a) Red Cross deliveries must be consigned to reliable consignees;
(b) the relief must be distributed exclusively to nationals of neutral or Allied States;
(c) deliveries must be of a purely humanitarian type and must not, on any account, be of a commercial nature;
(d) distribution must take place under neutral supervision.

Furthermore, on 15 February, the British Legation in Berne informed the Joint Commission that it had received instructions that clothing, foodstuffs and vitamins for occupied countries must be distributed solely to children, invalids, and pregnant women or nursing mothers.

The Joint Commission at once replied that that the second condition in particular was contrary to the principle of strict neutrality, and that it could not accept the conditions as they stood. At the request of the Commission, the Federal Authorities instructed their representative in London to arrange, if possible, that wider powers should be granted to the Anglo-American Committee in Berne in the matter of granting authorisations for export from Switzerland. Eventually, the Joint Commission submitted counter-proposals among which was the request to be allowed to succour all civilian populations which were victims of the war, without distinction of nationality, that distinction should no longer be made between various classes of women to receive relief, etc. The Commission also suggested that it should be granted an export quota of 1000 tons per quarter, for which it would regularly submit a purchases programme to the Department of Commerce, which would, in its turn, submit it to the Joint Committee in Berne. M.E.W. was to act as a final court of appeal.

On 28 April 1944, the Joint Anglo-American Committee met again at Geneva, at the Offices of the Joint Commission, to study the possibility of new regulations for Joint Commission exports. This meeting was followed by a series of others at which the representatives of the Department of Commerce, the Federal Political
Département, the International Red Cross Committee and the Joint Commission did their best to find a solution satisfactory to both parties.

7. Memorandum of the International Committee.

In August 1944, with a view to expediting the negotiations in progress in Great Britain, the International Committee sent a long memorandum to London on the relief operations of itself and the Joint Commission. This memorandum included, among other appendices, a detailed technical note of the exports of the two Institutions. In its conclusions the I.R.C.C. requested *inter alia* that, in the current commercial negotiations in London between the British and Swiss Governments, it should be arranged that the deliveries of the Joint Commission should in the future be treated separately from Swiss Government exports, and that control of these exports should be as far as possible simplified, in order to avoid possible delays to relief operations for the benefit of civilian victims of the war.

These suggestions were received favourably by the Blockade Authorities. But the I.R.C.C., foreseeing that the war was nearing its end, and that a defeated Germany would be faced with enormous difficulties in procuring food supplies, had also asked the Allies to agree to this country receiving a share of the Joint Commission's relief.

The negotiations dragged on until the beginning of 1945. At last agreement was reached on a revised draft of Article 9 of the Agreement of 19 December:

(a) Goods delivered to the International Red Cross through the medium of the Allied Control may, in agreement with the representatives of the Blockade Authorities in Switzerland, be re-exported to another destination in a country other than that proposed when the "Navicert" has been granted.

(b) Export of Swiss products by the International Red Cross is subject to the approval of the Blockade Representatives at Berne, who will examine all requests "in a spirit of full comprehension of the humanitarian ideals of the Red
Cross” and will deal with them “with as little formality and as expeditiously as possible”.

(c) The widest powers will be granted to the British and American Legations in approving exports in the form of relief.

(d) International Red Cross exports will not be considered as part of the Swiss Confederation’s quota. Nevertheless, whenever it may be necessary and opportune, Switzerland may be requested to reduce such exports, especially those to certain destinations.

(e) The Swiss Government shall supply Great Britain and America with monthly statistics of Red Cross exports.

In addition, the Joint Commission was authorised to send goods of exclusively Swiss origin to Germany, on condition that such relief should be distributed solely to the disabled, children, aged people, or expectant or nursing mothers, as well as to sufferers from epidemics.

Meanwhile, the Allied troops had landed in Normandy and military operations of extraordinary magnitude were taking place. In October 1944, the Joint Commission had already been informed that goods for the liberated areas of France and Belgium were no longer subject to approval by the Anglo-American Commission at Berne, but that applications to export into either of these zones might be made direct to the Allied Military Commission in the countries concerned. At the beginning of 1945, these measures were extended to cover Alsace-Lorraine as well as the liberated areas of the Netherlands.

8. PURCHASES AUTHORIZED OUTSIDE THE BLOCKADE.

In the spring of 1945, when many changes had been made in the political map of Europe and the end of hostilities was approaching, the Joint Commission had a wider range in which to consider making purchases outside the blockade. It was, however, very difficult to ask for a new general agreement on this question, as the British Authorities preferred to deal separately with each proposed purchase. The presence in London of an I.R.C.C. delegate representing the Joint Commission was of inestimable service in that he
was able on the spot to undertake the lengthy negotiations necessary. The Ministry of Food then expressed the wish that the approximate quantities of goods which the Joint Commission desired to purchase should be submitted to them in advance; they also asked that indications should be given as to the country to which the goods were to be sent, this to be considered as part of the quota allocated by the Combined Food Board in Washington to beneficiary countries. Indeed, the C.F.B. controlled all shipments to Allied and neutral countries, while the military authorities were responsible for supplying ex-enemy countries. It therefore became increasingly difficult for the Joint Commission to acquire food controlled by the C.F.B. for despatch to ex-enemy countries, since the latter had no quota against which the C.F.B. could allocate such shipments.

The Joint Commission, through its representative in London, informed the British Authorities that, generally speaking, it did not know at the time of purchase what the destination of the goods would be and suggested that the existence of an "emergency stock" in Geneva should be recognized, and that control should be carried out on despatch from Switzerland. At the beginning of November, 1945, the Ministry of Economic Warfare informed the Joint Commission that it was ready to grant "Navicerts" without prior knowledge of the destination, on condition that total imports into Switzerland each month by the I.R.C.C. and Joint Commission did not exceed the average imports of the four or five previous months. Furthermore, the Joint Commission was to furnish a detailed monthly report on shipments made to each country benefiting thereby, this report to deal specifically with goods purchased in North or South America, Italy, Spain and Portugal.

Emphasis should here be laid on the cardinal importance of the exceptional authorisations granted by the Blockade Authorities for the passage of the deliveries destined for the Joint Commission at a time when commercial exchanges between Europe and countries overseas were extremely infrequent. Thanks to the goodwill and understanding of these Authorities, it was possible to deliver appreciable quantities of goods for the relief of the populations in many devastated countries.

This résumé of the lengthy negotiations shows the difficulties experienced by the Joint Commission in its unceasing struggle
throughout the war, and after the armistice, to get the belligerents, in the absence of any convention governing this matter, to relax, to some extent, the rigid demands of the blockade.

The following chapters show the multiplicity of obstacles which the Joint Commission had to overcome before goods could be obtained, transported and distributed to the stricken victims of a total and merciless war.
III
THE SEARCH FOR SUPPLIES

Food and Textiles

I. Direct Purchases.

It will have been seen how impossible it was in 1940 to get goods sent to Europe from overseas. But at that period, and up to the beginning of 1941, a number of European countries were enjoying abundant and varied food. While the war had destroyed rich areas in Poland, the Netherlands, Belgium and France, the whole of south-east Europe, the Danubian countries, the Iberian peninsula, Sweden and Switzerland were untouched and their markets offered great possibilities for purchasers.

Fecula and cereals could at that time be obtained in Hungary and Rumania, milk products in Sweden and Switzerland. In Yugoslavia, Hungary and Switzerland there was tinned meat; in Spain and Portugal tinned fish, nuts and vegetables. Italy could export rice, and Turkey wheat.

Unfortunately the Joint Commission had but limited funds at its disposal, and at the beginning of 1941 was compelled to confine its few purchases to Switzerland and Hungary.

There was a slight change in the situation when the Belgian organisations, by methods which will be described later, succeeded in releasing considerable sums intended for sending relief to the old men and the women and children of their country.

Meanwhile the possible sources of supply had somewhat changed. With their overseas markets cut off by the blockade, and receiving nothing from extra-European areas, the European countries did their utmost to secure food supplies for their people, either through their own means or by exchanges mutually advantageous to both parties. This is why so many restrictions were placed on exports; States were anxious to control the transactions of private individuals and to make certain that they were in no way prejudicial to the interests of the nation.
Now, the exporting countries gained nothing by exporting goods purchased by the Joint Commission. Although the profit which the commercial firms got out of these exports was comparatively worthwhile, the countries themselves were unable to obtain in exchange anything in the form of produce which they needed. The export permits which they were willing to grant the Joint Commission were increasingly more valuable, but in some cases permits could not be obtained.

As soon as funds were available, the Joint Commission endeavoured to obtain from abroad what it had been unable to get in Switzerland. During a visit to Hungary and Rumania in February-March 1942, by a representative of the Belgian organisations, accompanied by a representative of the Joint Commission, it was found possible to purchase and obtain export licences for 2528 tons of foodstuff: peas, lentils, choucroute, tinned meat from Hungary; beans, green peas and lentils from Rumania.

Prices began to rise. The belligerents, who were anxious to obtain supplies of which they could deprive their adversaries, proceeded to make purchases in such countries as were still free. But the effect of the blockade began to make itself felt.

Increasing restrictions were imposed on commercial transactions. While it was possible, for instance, freely to use funds available inside the blockade, this was not the case as regards funds transferred from the sterling block. These funds could not be used in countries dependent on the Axis, or for purchasing from commercial firms which, although established in a neutral country, were on the British black list.

At the end of 1942, a representative of the Joint Commission again went to Hungary where he was able to purchase 1140 tons of foodstuffs (dehydrated vegetables, choucroute, etc.). Notwithstanding the repeated requests of the Belgian organisations, the Hungarian export office refused to authorise export of fécula (peas, beans) of which there was a great scarcity in western Europe.

Moreover, each list of goods for export had to be submitted, together with prices, to the German Legation at Budapest who, it must be said, passed them without hesitation.

In 1943, gifts received from the colonies of Serbs abroad enabled considerable purchases to be made in Turkey. But these dealings had for many months been beset by difficulties which only the pre-
sence in Ankara and Istanbul of representatives of the Joint Commis-
mission helped to surmount.

On 1 July 1943, the Serbian Red Cross was able to start dis-
tributing the 1200 tons of goods shipped at intervals between
10 June 1943 and 26 April 1944.

These shipments consisted of dried figs, nut oil, dried milk,
olives in brine, fish in brine, raisins, grape jam, boars'meat, and
soap.

It was also possible to send to Greece other food products
purchased in Turkey and Egypt.

The markets most accessible during the years which followed
were still Hungary and Rumania, and large contracts for fecula,
dried vegetables, wheat and fats were passed by the Joint Commis-

From 1944 on, the economic situation of Hungary was weakened
by military events, rendering further contracts impossible. On
the contrary, it soon became necessary to consider the question of
sending relief to Hungary.

In 1946, Rumania was in a similar situation.

Concurrently with the purchases made in Turkey and Egypt,
when relief for Greece was needing its whole attention, the Joint
Commission strove to find an opening in the Syrian market.

The efforts of the I.R.C.C. delegate at Beyrouth were success-
ful in inducing the French authorities to authorise the export of
considerable quantities of food.

In this case, as in many others, the chief difficulty was trans-
port, and, unfortunately, there seemed no solution.

In relief deliveries intended for destitute women and children
it is not surprising to find that milk and milk bulk largely: condensed
milk, both sweetened and unsweetened, dried milk, milk powder
and cheese, were in the greatest demand from the Joint Commiss-
on for many years.

The Swiss authorities gave special and unvarying consideration
to the Joint Commission, and granted export licences with the
utmost generosity. But with the steady decline in the number of
cattle in Switzerland (88% of the pre-war figure), with difficulties
in importing metals and coal, and with seasonal fluctuations in
production, it was not always easy to obtain immediate supplies
on the market.
In 1945, milk products could be procured in Sweden, then in Denmark, but in each of these countries the Joint Commission was faced with a different obstacle; while Sweden's anxiety was to obtain supplies for the nation's needs, and her authorities were therefore unable to accede to the Joint Commission's demands, in Denmark both suppliers and the authorities alike agreed to deliver the goods on condition that the metal needed to manufacture tins was supplied.

Application had therefore to be made to a metal-producing country — in this case the United States. Purchase bonds had to be obtained, export licences secured, and arrangements made for transport and for funds to be available to meet the cost at stated intervals as required by deliveries. All this was carried out successfully through the good offices of the I.R.C.C. delegation at Washington, but strikes by American workers held up the signing of the contracts.

Although in 1941 the Swiss, Hungarian and Rumanian markets were open to the Joint Commission, it never relaxed its quest for other markets and suppliers. Portugal supplied sardines in tins, and Spain supplied sardines in tins and fruit from the Mediterranean area.

2. PURCHASES MADE THROUGH THE MEDIUM OF GOVERNMENT ORGANISATIONS.

The measures adopted by the Allied Governments for carrying on economic warfare were not confined to applying blockade regulations.

The setting up of Combined Food Boards at Washington resulted, in effect, in giving the United Nations control over all free markets. All assignments of food were submitted to these organisations, whether emanating from military authorities, governments or, later, U.N.R.R.A., and allocated according to a scheme of quotas drawn up for each receiving country.

The Ministry of Food alone was authorised to purchase on behalf of the United Nations or neutral countries, frozen meat or tinned food from Latin-America and tinned fish from the Iberian peninsula. The quotas allotted to Switzerland had been fixed during negotiations which took place at the beginning of 1945.
The Joint Commission had nevertheless obtained permission to send their applications to purchase sardines to a franco-anglo-american tripartite commission set up in Lisbon and referring to the Ministry of Food. The latter subsequently agreed that the Joint Commission might forward its demands direct to the Ministry. Purchases were passed at prices authorised by the British authorities, with the usual proviso, \textit{i.e.}, that the purpose and destination of the goods should be stated.

For underfed populations meat was of inestimable value, but European markets were unable to supply large quantities of tinned meat. Enquiries made by the Joint Commission in South America were at first disappointing, since firms which might have been able to deliver goods had neither tin to make the packages nor means of transport.

Owing to the perseverance of the I.R.C.C. delegate, representing the Joint Commission in London, it was found possible to obtain appreciable concessions from the British Authorities.

The Ministry of Food had entered into a bulk contract for the purchase of the exportable surplus of tinned meat from Argentina and Brazil. The Joint Commission having promised that its shipments would be used for relief, and that such shipments should be made in neutral bottoms, the Ministry of Food agreed to cede small quantities of its stocks.

In placing its services at the disposal of the Joint Commission, the Ministry of Food indicated the method of procedure. Orders were to be telegraphed to London where they would, in the first place, be examined, then transmitted to the Ministry of Food representatives in Argentina and Brazil to be dealt with there. On the advice of the Ministry of Food, the Ministry of Economic Warfare would grant "Navicerts". The tin required for each order would furthermore be supplied by the Ministry of Food itself. Finally, the Joint Commission was to benefit by British contract prices.

On the other hand, the British Authorities were opposed to purchases being made from commercial firms, on terms not in accordance with the clauses of the general contract.

With regard to milk products and concentrated soups, the Joint Commission was empowered to purchase direct, after consultation with the Ministry of Food representative in Buenos Aires.
The spirit of comprehension and courtesy shown by the British Authorities contributed in large measure to the success of the Joint Commission's task in buying 20,000 cases of stewed steak in Argentina.

Finally, from the beginning of the year 1946, when the liquidation of Allied Army stocks threw large stocks of goods on the market, the Joint Commission was able to purchase, on particularly favourable terms, food and textiles in London and Paris.

3. Exchanges.

The Relief Organisations happened to have at their disposal, instead of funds, certain supplies from countries beneficiaries of relief which were likely to be of interest to a country exporting foodstuffs. The Joint Commission was instrumental in establishing contacts between the representatives of the Authorities and the Relief Organisations and supplied information regarding the use to be made of the fund which was to be created by these exchange operations.

Thus is came about that in 1942 the Swiss authorities declared themselves willing to negotiate with Belgium the following barter transaction:

Switzerland was to send to Belgium condensed and powdered milk, cheese and Ovaltine, to a total value of Sw. Fr. 950,000; in return, Belgium would agree to furnish Switzerland with 120 tons of linen yarn to the same value, plus 32 tons of tin-plate to replace the amount used in packing the milk products.

This transaction was repeated in 1943, to the value of Sw. Fr. 350,000. Similar transactions were also carried out.

The Rumanian Authorities agreed to ship to Belgium, through the medium of the Joint Commission, 600 tons of farina, and to receive in return 900 tons of Belgian nails.

It should be remembered that this exchange was carried out in 1943, i.e., at a time when Belgium was occupied by German troops.

To the Belgians, whose health had been undermined by under-nourishment, the 600 tons of starch foods were a godsend of which they were only too happy to take advantage. On the other hand,
nails were completely lacking in Rumania, and the shipment from Belgium contributed greatly to the country's general economy.

Early in 1944, when the influx of ragged refugees had exhausted Yugoslavia's textile reserves, the Joint Commission, on the request of the Serbian Red Cross, had to negotiate the exchange of 50,000 square metres of Serbian window glass for 150 tons of cotton waste of Turkish origin. This cotton waste was to be sent to the factories and, apart from providing employment, was to help clothe a number of the unfortunate refugees.

Generally speaking, the intervention of the Joint Commission was limited to a few requests for introductions, and to carrying out, as forwarding agent, the shipments of the bartered goods. It is certain, however, that the assumption of responsibility for shipments by the Joint Commission helped to inspire confidence in both parties, and contributed effectively to the success of the negotiations.

On several occasions the Joint Commission, not having any funds on which to draw in order to carry out purchases for countries from which it had received urgent appeals for help, considered the question whether barter transactions would not help it to secure the means of financing relief shipments.

It endeavoured to negotiate an exchange between Greece and Switzerland of tobacco against condensed milk, but failed. It also suggested to representatives of French organisations transactions similar to those so successfully carried out by the Belgians. Various obstacles, however, constantly prevented the realisation of schemes which might have made it possible considerably to augment shipments of food and medicaments to distressed countries.

4. Transit of Donations in Kind.

We have seen how the Joint Commission had to overcome many difficulties in order to buy the goods for which it was receiving requests from all quarters. Equally serious were the difficulties it had to tackle in routeing shipments, sometimes of considerable volume, entrusted to it by charitable organisations.

As soon as it was established, the Joint Commission started soliciting donations both in cash and in kind. In order to speed up the distribution and partition of relief it had hoped that it might be
entrusted with stocks of goods on which to draw when necessary. At first this hope received but slight encouragement.

As soon as living conditions in the occupied countries became known, public opinion was roused in all countries which were in a position to provide help. But the reports which filtered through were only fragmentary. However, it was sufficient for one of those infrequent travellers then able to traverse Europe to publish in some newspaper his impressions of the district or even town visited to encourage the spontaneous formation of relief committees entrusted with the collection of gifts both in cash and in kind. And in most instances donors expressed the definite hope that their gifts would help to alleviate distress in the particular area or township whose privations had just been described.

Thus it happened that in Switzerland committees were formed for helping Lyons, Vienna, Hamburg, etc. Others collected money and clothing destined especially for the children of Cannes, or the inhabitants of the Maurienne.

Such movements of public opinion were not, however, confined to Switzerland. In overseas countries, South America, Africa or Egypt, colonies of various European immigrants who received letters from relatives or friends in Europe, also did their utmost to alleviate the distress the echoes of which had reached them.

Naturally enough, all these activities developed spontaneously, without any prearranged plan or preliminary examination of actual requirements or of their scope. One particular town, or even village, if focussed under public attention, might often receive relief sufficient to cover the needs of a much bigger locality. Though the greater part of these instances occurred during the liberation period, at a time when strategical considerations had the effect of publicising throughout the world the names of obscure little towns, the Joint Commission had to deal with exactly the same problem at a much earlier date.

While national groups prepared shipments destined exclusively for the inhabitants of a specific area or locality, various other communities endeavoured to come to the assistance of their co-religionists. Sometimes they would be Anabaptists, sometimes international Christian organisations — such as the Œcumenical Council or Caritas, or sometimes Jewish organisations, or even more
restricted groups, such as for instance that which sent relief from Switzerland to the Vaudois of the Piedmont Valleys.

The immensity of these needs was apparent. Not a week went by without the Joint Commission receiving three or four requests for urgent help. Here an important hospital lacked medicaments; there the matron of a home for children implored the Commission to send food to help save her charges from famine; elsewhere a physician would send in a memorandum on the ravages caused by infectious diseases in his locality.

And every week the Joint Commissions's directors would examine their cash books and stock sheets in hopes of finding a small sum of ready cash or a small packet of surplus goods which would permit them to meet these pathetic appeals.

In every case donors would be canvassed by sending them photostatic copies of documents received. Suggestions would be made to them of new destinations for their gifts. Their authorisation to send food to a particular locality rather than to the area designated by them would be impatiently awaited.

More often than not, however, these efforts would remain fruitless. Sentimental ties, national or religious bonds were stronger. Besides, requests transmitted by the Joint Commission could be equally matched by others just as imperative and just as pathetic — to such an extent had misery spread and distress become commonplace.

* * *

There may sometimes have been some surprise that an international branch of the Red Cross should be carrying out relief shipments for non Red Cross organisations. But such surprise failed to take account of the actual conditions under which the Joint Commission worked, not to mention the Red Cross as a whole, of the objects at which it was aiming and of the means at its disposal.

First of all, the Red Cross has no source of wealth in itself. In all countries the Red Cross depends entirely on the generosity, not only of its members, but even more on that of the general public, of industrial undertakings, and of the State. Naturally it would have been very pleasant if the Red Cross had had at its immediate disposal millions of francs made available to it by generous donors, which would have made it possible to respond personally to all
appeals for aid. If could then have made its plans, built up its stocks, drawn up schedules for distribution, and delivered the goods without delay.

Unfortunately, the Joint Commission was never in a position — any more than its two founders — to dispose of such extensive powers. Day by day, month by month, it did its best to meet urgent needs without any capital at its disposal, without being able to estimate the scope of its future activity. It was compelled to find quick solutions for complicated problems, and was for ever endeavouring to save as many threatened lives as possible.

In an undertaking of this nature it would have been illogical to reject allies who proffered help at a time when humanitarian Conventions permitted not only Red Cross relief, but also donations from families, churches, charitable societies and Government agencies in favour of prisoners of war. Amid all this enthusiasm, which united all men of good will, should one have scrutinised every motive, studied the statutes of the donating organisations, and eliminated those who, however generous, did not belong to the Red Cross, in order to accept blindly some other gift, merely because of a name? At a time when all united efforts were inadequate, it was out of the question to refuse this or that donation, reject this or that offer of help, so long as the spirit of impartial charity remained inviolate.

The Joint Commission agreed to distribute relief emanating from organisations which had no connection with the Red Cross, because the assistance rendered by the Red Cross covered only an infinitesimal fraction of actual requirements. In carrying out such orders, it did not act blindly, but reserved the right to demand good reasons for such distributions, to question their regularity and also their equity. It was in its power to supervise them. It demanded that the distributions of goods which it shipped should be made gratis, thus ensuring that the relief given retained the true character of the Red Cross which is not concerned with the origin of a gift, but rather with the manner in which it is distributed.

It thus came about that, acting as a transit agency, it would take charge, at a European port or at any other point of departure in Europe, of goods entrusted to it. It applied for import permits, intervened with the occupying Powers, assumed responsibility for
shipments, saw to it that the shipments were duly carried out, notified the addressees, and in the end delivered the promised relief against receipts.

Whenever shipments were lost, it demanded official reports of the facts and took the necessary steps to claim and receive damages from the insurance companies concerned.

On the request of donors, the Joint Commission would obtain reports of distribution from the consignee organisations, and would then forward them to the donors.

* * *

The tonnage of goods handled in transit, amounting to nil during the first two years of the Joint Commission's operations, increased in importance as soon as the campaign for relief to Belgium was organised early in 1943. From then on the Co-ordinating Committee for Revictualling Belgium (C.C.R.B.) affected large-scale purchases in Spain and Portugal. The shipment of these goods to Brussels was made on behalf of and by the Joint Commission, thanks to the delegates of the I.R.C.C. who acted as its representatives in Lisbon and in Brussels.

Other organisations had recourse to the Joint Commission for the purpose of shipping relief destined to various countries of Europe.

From 1942 onwards, the Swiss Red Cross entrusted to the Commission the shipment of goods destined for numerous children's homes, holiday camps, crèches, and other children's relief organisations which it maintained for years in France, Greece, Croatia, Belgium, Serbia and Italy.

The American Red Cross entrusted the Joint Commission with important shipments of medicaments, particularly insulin.

Regular donations of food, shoes, clothing and medicaments received from the South American Red Cross made it possible to organise various relief campaigns, particularly in Central Europe and in the Balkans.

Shipments from the Australian Red Cross were also distributed by the Joint Commission which took delivery of the goods in Mediterranean ports and included them in its distribution plans, subject to the approval of the donors.
With the "Swiss Donation" (*Don suisse*), a national relief organisation which began to operate towards the end of 1944, the Joint Commission was able to establish very close relations, both in the purchase of pharmaceutical products and in the transport of relief shipments of food, clothing and medicaments.

Having at its command a budget of over Sw. Fr. 180 million, the *Don suisse* devoted a large part of these funds to the purchase of foodstuffs, textiles, footwear and various other supplies which the Joint Commission was asked to forward to some 17 devastated countries.

Among the large organisations which entrusted their goods to the Joint Commission should be mentioned the following: Caritas, the *Ecumenical Council of Churches*, the American Joint Distribution Committee, the International Union for the Protection of Children, the Unitarian Service Committee, the American Friends Service Committee, etc.

But the most important donation was that made by the Government of Eire. In 1945 the latter entrusted to the Joint Commission, with the work of which it was familiar, nearly 3000 tons of various goods, mostly foodstuffs. The distribution plan, drawn up by the Economic Service of the Joint Commission, was submitted to the Government of Eire and was approved by it. This shipment, which was received at Bayonne and directed to Geneva, was then reshipped to organisations or institutions chosen by the Joint Commission.

Reports of final distributions were sent to the Government of Eire, together with letters of thanks and photographs.

Appreciating its work, the Government of Eire then decided to empower the Joint Commission to distribute on its behalf what was known as "Donation 1946", the value of which was estimated at over Sw. Fr. 30 million.

At the suggestion of the Joint Commission, the Eire authorities appointed several representatives who were able, towards the end of 1946, to visit freely and unaccompanied, most of the countries in which gifts from Eire had been distributed, and were thus able to report fully to their Government. The Joint Commission and the I.R.C.C. gladly facilitated the journeys of these delegates and did everything possible to help them to carry out their investigations.
5. WAREHOUSES OF THE JOINT COMMISSION.

The problem of the reception and sorting of goods of various origins and types, as well as the necessity of stocking goods purchased before it was possible to load them on to relief trains, compelled the Joint Commission, at an early date, to look for warehouses the storage capacity of which it was constantly necessary to increase.

WAREHOUSES IN SWITZERLAND.

In Geneva, the Joint Commission leased warehouses at the Free-Ports. By the end of 1945 these warehouses covered an area of 800 square metres.

In addition, it had at its disposal 1250 square metres of storage space in other buildings in which it housed purchased goods.

Nevertheless, the influx of goods made it increasingly impossible to be satisfied with such scanty premises. In 1946, therefore, the Joint Commission repurchased from the I.R.C.C. some of the Renfile warehouses which, during the war, had housed millions of parcels for prisoners of war. These new warehouses, which covered a total area of 10,000 square metres, had a storage capacity of 60,000 cubic metres, corresponding to approximately 18,000 tons.

WAREHOUSES ABROAD.

Shipments from Australia, South Africa and, occasionally, from Turkey, were, in order to facilitate their transportation to the countries of destination, routed to Egypt and stored, with the assistance of the I.R.C.C., in Cairo. Taking into account the value and importance of these donations, as well as the purchases made in Egypt on behalf of the Joint Commission, it became indispensable by 1945 to lease warehouses in which shipments could be reassembled for their final destination.

During 1944 the Joint Commission had also at its disposal a warehouse at Grenoble where, in anticipation of transportation difficulties due to military operations leading up to the liberation of France, tons of condensed milk, earmarked for that country, had been sent while railway communications between France and Switzerland were still normal. One of the Joint Commission's
assistants spent several months in Grenoble and, acting on orders received from Geneva, made the necessary shipments, simultaneously receiving further goods sent by road.

Thanks to this depot it was possible to make urgent deliveries to Lyons and the South of France at a time when there was an acute shortage of milk.

**Pharmaceutical Products**

1. **Early Negotiations and Difficulties.**

Among the appeals which reached the Joint Commission from the very day it was established, those for medicaments were particularly urgent.

Air-raids, battles and the consequent devastation had disrupted the living conditions of millions of human beings who were in any case weakened by the food shortage. Sanitary conditions deteriorated rapidly at a time when domestic production of pharmaceutical products was diminishing owing to a shortage of raw materials.

The Joint Commission then asked an expert, Dr. Robert Bœhringer, to study the possibility of meeting the requests which it was receiving.

A detailed study of the situation revealed that the European markets already lacked certain products, such as insulin, iodine, quinine, vaseline, cocoanut butter, cod-liver oil, and surgical dressings.

Generally speaking, the small quantities which were then available could not be exported, as every country wished to reserve for its own consumption products the scarcity of which made them precious.

On the other hand, the Joint Commission had no funds at its disposal to make the necessary purchases in anticipation of actual needs. It could not place orders before having found the cash with which to make payment. Further, the shipment of medicaments was still slowed up by export formalities.

At a time when reports coming in from Greece, Yugoslavia, Belgium and France urged that only speedy relief could save lives, the Joint Commission was virtually powerless, since it was paralysed
by lack of money, by having to search for the products it needed on various markets, and by delays due to formalities. The first purchases made were destined for Belgium. Later followed shipments to Belgrade and to the camps in the south of France.

In order to increase its operational scope, the Joint Commission appealed for assistance to the American Red Cross, which in 1941 sent Sw. Fr. 30 000 for Yugoslavia and Sw. Fr. 25 000 for Greece. Money received from France and Belgium made it possible to make a few shipments.

Efforts were made to secure from South America either medications or raw materials which could have been processed in Switzerland. But lack of transport facilities, and the inability to secure permits for passage through the blockade were obstacles which defeated the project.

When asked to help, the Swiss pharmaceutical industry replied generously by making important donations. Several shipments were received from a few German factories.

Various examples will illustrate the extent of the difficulties encountered in the endeavour to secure exportable goods.

Of a list of 150 articles drawn up by the Belgian Red Cross, only 29 were allowed to be exported by the Swiss authorities. Furthermore, five of these products were unprocurable on the market.

The shortage of insulin had serious consequences. Switzerland was unable to supply any. Approximately 250 000 units were secured from Denmark in April 1941, and another 300 000 in July. During the same month the Joint Commission received a cabled reply to its request addressed to a firm in New Jersey which read: "Unable supply insulin". The Lilly Company of Indianapolis, when approached in August, never replied at all.

So too, in October 1941, requests were sent to Rio de Janeiro and to Buenos Aires, asking for tenders to be submitted for from 20 to 30 million units.

In the meantime, negotiations were conducted in Denmark where the Norsk factory made available a million units. It was also found possible to purchase and re-ship a transit consignment of 4 million units.

No sooner did the Pharmaceutical Service receive the good news, on 26 December that the 30 million units ordered in
Argentina could be delivered in the form of powdered insulin, than the British Authorities refused to issue a "Navicert".

The above are two good examples of the delays to which the preparation of shipments were subject, and the lack of success achieved in the investigations set on foot. Thus, even though the Swiss Authorities would have been willing in principle to authorise the exportation of specialities manufactured by Swiss industry, it was indispensable to create a reserve of medicaments on which to draw for immediate shipment in order to meet the exigencies of urgent requirements.

This *Sanitary Depot* was created in August 1941 in the Geneva free-port with the authorisation of the Swiss Federal authorities. It was scheduled to receive both finished products and raw materials for processing, obtained either in the form of donations or by purchase. Arriving in transit from abroad, these medicaments could be re-exported to their various destinations without any further formality.

The *Depôt* had now to be filled. The Red Cross Societies, particularly those of South America, a continent which produces raw materials for the pharmaceutical industry, were asked to contribute their donations.

A list of necessary products which could be passed through the blockade was sent to them. Furthermore, the Joint Commission informed them that, in certain circumstances, it might be able later on to purchase the raw materials and medicaments listed.

The establishment of the *Sanitary Depot* proved to be worth while. Even though donations were rare, and fairly lengthy negotiations were necessary before the Swiss Authorities permitted the entry of Swiss-made products into the free-port, it was possible to keep it supplied in other ways, as will be shown later. Its existence made it possible, during the ensuing years, to meet with hardly any delay all urgent and explicit demands, the only inevitable delays encountered at the time being those connected with transport.

2. PREPARATION OF DELIVERIES.

Even more, however, than in the case of foodstuffs, was it necessary, before deliveries of medical stores, to form an exact
estimate of the amount and nature of the requirements to be met.

The lists submitted to the Joint Commission during the first few months of 1941 far exceeded in value the funds then available, as well as the possibilities of securing the medicaments. It became necessary — and this rule remained in force from 1941 to 1946 — to distinguish between essential and secondary needs, to ask for supplementary information, to appraise the authenticity of replies, and also to take into consideration the productive capacity of the country in question. The choice of medicaments was then made according to the needs thus ascertained, the possibility of buying what was needed, and the amount of money available. Time and again, the Commission had to confine its activities to bare necessities.

The light of experience made it possible to establish certain rules, and to draw up lists including medicaments of both primary and secondary importance. By means of a special schedule it became possible to ascertain whether the most important stores, needed for the commonest forms of treatment, were properly provided for in the various deliveries.

Although the Swiss Authorities had, from the outset, agreed to issue export permits for any quantities consistent with actual national requirements, a difficulty arose at the very last minute: import quotas had been established for the receiving countries. Would the shipments made by the Joint Commission be included in these quotas? The Joint Commission argued that its shipments were not of a commercial nature, that they represented donations destined to meet the extraordinary requirements engendered by war devastation, and that the medicaments would be distributed free of charge.

In 1941 the Swiss Government made it known that the German Government, which then controlled all imports into occupied countries, had agreed to consider shipments of medicaments by the Joint Commission as not inside the quotas.

As is known, the drug traffic is subject to special regulations established by an international convention. By special decree, the Swiss Authorities handed over to the I.R.C.C., and through it to the Joint Commission, the right of exporting narcotics, and the latter was to demand, as would an official bureau, all necessary
proofs concerning the importation and use of these narcotics in the receiving country.

These various measures gave the Joint Commission a freedom of movement which it could not otherwise have acquired. Delays, however, in obtaining export permits and the usual accompanying documents, sometimes hampered the speedy expedition of deliveries.

In other ways, the work of the Pharmaceutical Service continued to be difficult. Even though Swiss factories were, on the whole, able to meet the requests made to them, the shortage of raw materials sometimes forced them to postpone the delivery of their products.

Furthermore, all requests for export permits had to be submitted for approval, during the war, to a Joint Commission composed of representatives of the blockade authorities and of one Swiss representative. The advantage of this procedure was that deliveries would not then contravene the regulations of the Allied Authorities; on the other hand, it had the disadvantage of delaying deliveries. Sometimes such delays would last as long as eight weeks, an excessive delay for stores which were expected from hour to hour.

Purchases from overseas were only worth while if the necessary "Navicerts" could be secured. The Pharmaceutical Service purchased mainly insulin from Argentina which, added to the quantity secured from Denmark, made it possible to alleviate to some extent the tragic plight of diabetics whose very life depended on it.

Opium could be found in Turkey. Hungary was able to supply a few products before the war spread to her territory, after which her own requirements rose far above her production capacity.

3. PURCHASES OF RAW MATERIALS.

In view of the impossibility of procuring finished products, the Pharmaceutical Service busied itself with the task of finding the necessary raw materials abroad, to be processed in Switzerland. Naturally, not a very large number of raw materials could be taken into account, as this extraordinary measure was adopted only in order to meet urgent needs. In addition to a shipment of calciferol (vitamin D in crystallised form) received from Portugal, from which it was possible, in Switzerland, to produce several hundred
million vitamin tablets for Belgian children, the Joint Commission was mainly interested in securing opium and raw cotton.

4. DEARTH OF SURGICAL DRESSINGS.

At the time of the exodus of the populations of the Netherlands, Belgium, France and Luxemburg during the invasion of 1940, public health services and Red Cross Societies had great difficulty in meeting urgent requirements for medicaments, nor did these difficulties decrease during the ensuing years.

The air-raids which spread and increased from 1941 onward claimed numerous victims. Stocks of surgical dressings maintained for normal needs were quickly exhausted, without any possibility of replenishment, owing to lack of imports. The Red Cross Societies then appealed to the Joint Commission, which was forced to contrive as best it could to meet these demands, all of which were urgent. These demands came from France, Belgium, the Netherlands and Yugoslavia.

Unfortunately, it was not easy to meet these appeals for assistance. Switzerland rarely authorised the export of cotton, no matter in what form, since her small supply, which necessitated the rationing of textiles from 1940 on, would have been threatened. Producing countries were on the other side of the blockade, and transport was difficult.

Finally, and this was paramount, the Joint Commission lacked funds. As payments would have had to be made in pounds sterling or dollars, it would have meant that the Red Cross Societies would have had to face the necessity of having important sums earmarked for such transactions blocked for many months, just at a time when other needs, equally urgent, for foodstuffs, vitamins, medicaments and footwear, were beginning to be felt.

The passage of time only accentuated the already serious shortage of surgical dressings. Specialists became anxious and, in May 1943, the International Verbandstoff Fabrik of Schaffhausen (Switzerland) wrote to the President of the I.R.C.C., drawing his attention to the desperate situation of the various countries from which appeals for help were becoming more and more urgent. This factory suggested that the I.R.C.C. should seek ways and means of helping. As it was well aware of all the difficulties which might
hamper negotiations with the Blockade Authorities, it expressed its confidence that, in view of the importance of the needs, which were equally well known to the I.R.C.C. through reports from its delegates, the obstacles could be overcome.

Consulted on the extent and the practicability of this suggestion, the Joint Commission stressed its interest in the matter. Up to then, it had to confine its orders to surgical dressings made of cellulose and of paper of Swedish origin, as Switzerland was unable to export cotton-wool. Air-raids continued to augment the number of civilian victims. It now seemed possible to secure the permission of the Blockade Authorities to import cotton for the manufacture of surgical dressings destined for the women and children of occupied countries subject to air-raids.

When Nish was bombed, and over 90 seriously injured victims had to be treated in hospital, the I.R.C.C. delegate in Yugoslavia stated:

"The question should be raised whether the repetition of such disasters would not exhaust the reserves of dressings, and how it would then be possible to come to the aid of the population. The opinion is expressed in Yugoslav circles that an appeal should be sent to the Red Cross Societies which are still capable of supplying this material. Such an appeal is considered the more justifiable as it concerns the Serbian population living under German occupation and taking no part in military operations."

The Joint Commission expressed its readiness to draw up, with the assistance of competent experts, a list of requests for the purpose of obtaining donations.

Preliminary investigations showed that, in order to clarify the problem, it would be necessary to ascertain the number of injured for whom dressings were required. Various experts were consulted as to the type and average quantity of bandages necessary for the treatment over a period of thirty days of one million casualties. In all it was estimated that 774 tons of raw cotton would be required.

5. Authorisation and Financing.

On 16 November 1943, the I.R.C.C. requested its delegate in London to submit to M.E.W. a request for the issue of a ‘‘Navicert’’
covering 774 tons of raw cotton, for the manufacture of surgical dressings in Switzerland. Although the I.R.C.C. declared its willingness to receive ready-made dressings, it pointed out that the size of such shipments and the cost of transport had induced it to make a request for raw cotton.

It was not until 13 April 1944 that a reply was received. M.E.W. was willing to oblige, provided that it was clearly understood that the finished and secondary products would not be exported from Switzerland and used in the countries concerned without prior authorisation by the Blockade Authorities. M.E.W. recommended the United States as a source of supply.

This good news, however, did not entail any solution of the financial difficulties which, from the outset, had constituted the main obstacle to the realisation of the plan.

In the course of repeated interviews with Swiss manufacturers of surgical dressings, the representatives of the Joint Commission asked them if they would be willing to advance the money required for the purchase and shipment of the raw cotton, on condition that their outlay should be reimbursed as soon as orders for the finished products had been received. The manufacturers could not accept the plan of immobilising their funds for an undetermined period, in view of the fact that the Red Cross Societies had not as yet indicated their intention of buying the dressings. They were also haunted by the spectre of a possible future fall in prices on the world market, and were afraid of having to pocket losses.

On 7 July 1944, the Administrator-Delegate summarised the situation at a meeting of the Council of the Joint Commission.

The raw cotton could have been purchased either by the Red Cross Societies, or by the manufacturers who were to process it.

The Red Cross Societies could not accept the risk of immobilising funds without knowing when they would be able to have the dressings at their disposal.

On the other hand, the Internationale Verbandstoff Fabrik seemed disposed to finance the operation, as the Cantonal Bank of Schaffhausen was willing to advance the necessary credit.

From then on, it could be assumed that the raw cotton would remain in a free-port until orders for dressings had been sent to the Joint Commission by the Red Cross Societies. These orders
would then be executed by the *Internationale Verbandstoff Fabrik*. In the meantime, however, the raw cotton would remain the property of whoever had placed at the disposal of the Joint Commission the funds necessary for its purchase, that is to say, of the Cantononal Bank of Schaffhausen. The Joint Commission would thus become the bank’s agent in acting on behalf of the surgical dressings industry.

During the same period, the I.R.C.C. delegate in Yugoslavia, on his way through Geneva, sounded a new note of warning by emphasising the extreme shortage of dressings in that country. Plans were made to send sterilised moss and cellulose products.

Nothing could have better illustrated the importance and timeliness of the transaction which the Joint Commission had been striving, for months, to bring about.

It was then necessary to make sure that the cotton could actually be shipped. The Joint Commission approached the Maritime Transport Service of the I.R.C.C. which advised it to enquire at the Federal Transport Office which had at its disposal certain Greek ships commissioned by the Swiss Confederation for its own food supplies. These ships should have been in a position to deliver the cotton to a Spanish or Portuguese port. From there on delivery to Switzerland could have been made by rail. While these steps were being taken, information was collected on the subject of insurance to cover transport both by sea and by rail, and also both normal and war risks.

6. PURCHASE AND TRANSPORT.

By the end of August 1944, an agreement was signed between the Joint Commission, the *Internationale Verbanstoff Fabrik*, the latter acting on behalf of the Swiss manufacturers, and the Cantononal Bank of Schaffhausen. The cotton was to be purchased in the United States on behalf of the Joint Commission, and it was to be shipped on behalf of the I.R.C.C. acting for the Joint Commission. A credit account covering the cost of purchase and miscellaneous expenses was opened, in the name of the Joint Commission, by the *Internationale Verbandstoff Fabrik*, through the intermediary of the Cantononal Bank of Schaffhausen which, to cover its risks, was to be given the raw cotton as security.
3400 bales of cotton were purchased in the United States by a Swiss firm which experienced the greatest difficulties in having the cotton pressed, as factories were then working only for the Government, and in having it transported by rail. On the other hand, the ships which had originally been earmarked to carry it, were unable to load the entire shipment all at one time. Even though 1200 bales left Philadelphia in October 1944, reaching Lisbon early in November, and 500 bales arrived at the end of the same month, it was not until 11 April 1945 that the second shipment arrived at the same port.

It was impossible to form set trains for the transit of this cotton through Spain and France, as the Joint Commission had planned. Instead, the ships of the I.R.C.C., plying back and forth between Lisbon and Toulon, were able, with the approval of the American Red Cross and the British Red Cross, to carry the bales piecemeal to the French port, whence they were sent to Switzerland by rail.

All these operations took time, at a period when sea traffic was overburdened. Thus the first shipment which left Philadelphia on 17 October 1944, and reached Lisbon on 3 November 1944, did not leave Toulon for Switzerland until 29 January 1945. The last shipment from Philadelphia (27 March 1945) left Toulon on 29 August 1945.

The arrival of the raw cotton in Switzerland was hailed with satisfaction by all those who, by their efforts and perseverance, had made the transaction possible. This was, however, by no means the end of the story. In point of fact, the processing of the raw cotton involved the consumption of one thousand tons of anthracite, which was lacking in Switzerland. Requests sent to the Allies were refused. The Schaffhausen factory endeavoured to secure in Switzerland an additional quantity of peat. But the consumption of coal in Switzerland was subject to strict rationing and therefore this request could not be granted until after minute scrutiny.

7. Deliveries.

The stage was now set. Nothing was lacking but orders from the Red Cross Societies. It will be remembered how they had hesitated to tie up funds in purchases at a time when the cotton
had not yet been bought, and when no definite dates of delivery could be fixed. Now the cotton was in Switzerland, deliveries could be begun about four to six weeks after the receipt of an order, but nobody applied to the Joint Commission. Everyone expected U.N.R.R.A. to enter the arena, and everyone hoped to make use of its aid before drawing on available funds. On the other hand, the Liberation brought to light numerous needs, all urgent, and the amount of Swiss francs at the disposal of the purchasers had all been used up.

The Netherlands Red Cross was forced to renounce the purchase of 50 tons, as it was unable to transfer in time the required amount in Swiss francs.

The "Swiss Donation" to war victims, which had followed with interest the efforts of the Joint Commission, bought in two instalments the finished products of 200 tons of raw cotton. It received bandages, cotton wool, diapers, and underwear for children, as by that time the Blockade Authorities had concurred in the desire to see an extensive use made of the cotton imported originally only for the manufacture of surgical dressings.

Conditions in hospitals, infirmaries, homes and crèches were extremely critical. Expectant mothers were frantically wondering how they could tend their babies. In some places they were wrapped in rags, in others in newspapers. The reception given to the shipments from the "Swiss Donation" proved the accuracy of the Joint Commission’s foresight. It may be added that the prices of the finished goods were much lower than the prices originally forecast in 1944.

The Joint Commission reserved 50 tons for its Sanitary Depot, and for the purpose of meeting anticipated demands. Towards the end of 1945, the manufacturers requested permission to use the balance of the raw cotton for the manufacture of dressings and cotton-wool for Swiss consumption. The Joint Commission therefore approached the Allied Authorities who had authorised the importation of this cotton on the conditions set forth above. The Allies gave their permission for the balance to be used as suggested.

8. PURCHASE OF RAW OPIUM.

At the beginning of 1942, in the course of a visit to the Joint Commission, the representative of the French Red Cross supplied
a complete list of medical stores which were lacking and begged the Joint Commission to supply them. Among these products was raw opium, which the French Red Cross proposed to refine under its own control through the medium of the French pharmaceutical industry.

The special importance of this request did not escape the notice of the members of the Joint Commission. It was accordingly decided that steps should be taken with the Blockade Authorities to obtain the necessary authorisation, and with the Turkish Government for the supply of the opium required. At the same time, the directors of the Joint Commission asked the French Red Cross to pay the sum of Swiss Fr. 512,000 for the purchase of 4,000 kg. of raw opium. Opium being a narcotic drug, it was necessary, in particular, to obtain import licences into France. This was particularly necessary because such licences had to be submitted to the Turkish Authorities concerned at the time of the purchase.

As a result of the delays in correspondence between Geneva and Paris, and the equally inevitable delays resulting from transference of funds, it was impossible to settle this question before August 1942.


Through the medium of the delegation of the International Committee in Turkey, the negotiations set on foot at Ankara showed that the Turkish Opium Monopoly was prepared to sell to the Joint Commission 4,000 kg. of raw opium, but that the Turkish Authorities objected to direct delivery of this to France. On the other hand, an export permit could be obtained for Switzerland, in which country the transformation of the raw opium into powdered opium could be undertaken. It was not until 5 December 1942, eleven months after the request submitted by the French Red Cross, that these various points could be cleared up. By telegram of 9 December 1942, the Joint Commission transmitted to Ankara the firm order for the opium. Through the medium of the Bank of International Settlements at Basle, a credit covering the order itself and the necessary expenses was drawn up and sent by telegram to Turkey.

At that time, it seemed that the matter could be settled with a reasonably short delay, and steps were taken with the Swiss
Pharmaceutical Industry to find out the conditions under which the refinement of raw opium could be undertaken.

At the beginning of 1943, however, the I.R.C.C. delegation at Ankara stated that the Turkish Authorities were raising further difficulties. The price of the opium had been fixed on the basis of a 12% morphine content, and the sellers now demanded that, in the event of the percentage being higher than this figure, the agreed price should be proportionately increased.

It should be noted that, at this period, there was a very great demand for opium on the Turkish market and prices showed a tendency to rise.

Furthermore, the Turkish Authorities claimed an additional 10% export tax.

Since the Turkish Authorities were insisting that the credit should be increased by 10% to cover a possible increase in the morphine content, the Joint Commission more than once asked that it should be supplied only with the quantity of morphine corresponding to the percentage as originally purchased. It furthermore urged that the I.R.C.C. delegate should induce the Turkish Authorities to forego the export tax, in view of the fact that the purchase in question was destined for relief, and should therefore be exempt from purely commercial considerations.

In March 1943, a special delegate of the Joint Commission was sent to Turkey. His instructions were to see this transaction through as soon as possible, in collaboration with the I.R.C.C. delegate and with the Commercial Attaché of the Swiss Legation. The Managing Board of the Turkish Monopoly could not, however, itself take a decision to exempt this delivery from export tax, and the question was raised in the Turkish Cabinet.

At this point, the Joint Commission approached the Turkish Red Crescent, which was good enough to support its request with the Turkish Authorities.

The fact that the price of opium had increased by about 25% since the original contract was drawn up gave little hope that the Joint Commission's request would be favourably received. It therefore came as no surprise, that, at the end of March 1943, the I.R.C.C. delegation at Ankara telegraphed: "Tax exemption definitely refused by Government."
When informed of this situation, the French Red Cross informed the Joint Commission that, in view of the urgent need of opium in France, it would authorise the payment of the tax and such expenses as were claimed, on the understanding that there should be a corresponding reduction in the weight of raw opium delivered, since, at the moment, no further funds could be transferred to Switzerland. This information was confirmed by letter on 1 April 1943. It was also provided that the expenses of refinement of the raw opium in Switzerland should be paid in kind, i.e., that a certain quantity of raw opium could be retained by the Swiss factory entrusted with the refinement.

Foreseeing the conclusion of the purchase, the Joint Commission took steps to ensure the transport in the best possible conditions and entered into negotiations with the German Red Cross to obtain freedom of transport for the delivery.

10. Transport and Delivery.

Once the goods were ready for shipment at Istanbul, an official analysis was made for the purpose of establishing the morphine content, and appropriate measures were taken to check the quantities delivered on wagon. The analysis showed that the morphine content was 12.25%, and consequent calculations for the deduction of the actual quantity to be sent made a total of 3551 kg. The goods were insured against all risks, and on 18 May 1943, an export licence was obtained. The goods actually left on 28 May, the route chosen by the delivering authorities being: Sivilengrad, Ciflik, Zemun, Dubova, Buchs.

One further incident interfered with the rapid delivery of the goods. As a result of the change of personnel in the German transport in the South East, the German Red Cross telegraphed on 13 June that the wagon was held up at Sofia. The Joint Commission at once intervened at Istanbul and Berlin, and on 18 June, the news came that the wagon had left Sofia. It arrived in Switzerland on 8 July 1943.

The reception of the goods was supervised by experts of the Swiss Pharmaceutical Industry and by representatives of the Joint Commission. A further analysis showed results corresponding to those obtained at the point of departure.
The necessary measures were then taken for the transformation of the raw opium into powdered opium, and export permits from Switzerland were immediately asked for. On 20 August 1943, receipt was acknowledged in France of 1000 kg. of powdered opium, representing the first instalment of the refined product.

On 30 December 1943, the last delivery was enabled to be exported from Switzerland to France, which country thus received 4151.96 kg. of powdered opium. Nearly two years had elapsed since the first request of the French Red Cross, and the Joint Commission had, on many occasions, been tempted to abandon the transaction altogether in view of the manifold difficulties which had arisen. To cover refining costs, the Swiss manufacturers had retained 135 kg. of raw opium. This quantity was transformed by them into Pantopon, which product was offered as a gift by them to the people of France.

Side by side with this purchase for the account of the French Red Cross, the Joint Commission at the same time ordered 5000 kg. of raw opium for Belgium. This quantity was transformed in Switzerland into chlorhydrate of morphine, pure codeine, phosphate of codeine, and opium extract. Deliveries of these products took place by means of monthly deliveries between January 1944 and February 1945.

Furthermore, out of 10 tons of opium reserved for the International Red Cross, the Joint Commission arranged for the delivery of 4 tons to the Netherlands Red Cross in London in July 1945.

II. Purchase of Products containing Vitamins.

The progressive deterioration in child health as a result of under-nourishment or ill-balanced nourishment had been a well-known fact in the occupied countries of Europe since 1941. In order therefore to supply to the children, in a concentrated and directly assimilable form, the essential products which they lacked, the Joint Commission ordered considerable quantities of vitamins.

Specialists, however, recommended the simultaneous delivery of various vitamins the effect of which would be considerably greater. The Swiss Pharmaceutical Industry was prepared to manufacture the required products, and needed only the necessary raw material.
In 1943, the Joint Commission was able to buy in Spain certain quantities of calciferol and tunny liver oil. They then asked a Swiss manufacturing firm to study the problem of the manufacture of polyvitaminised tabloids for the use of the children of Europe. The suggested composition of these tabloids was as follows:

- Calcium;
- Ascorbutic acid;
- Vitamin D.

In September 1943, the Council of the Joint Commission approved the purchase of these tabloids which, after being placed at the disposal of the donors, were sent to Belgium, Holland, Poland, Yugoslavia and other countries.

Thus, in order to satisfy to some extent the everchanging needs to which its attention was drawn, the Joint Commission was able, on more than one occasion, to undertake transactions which at the outset it had not contemplated.

Despite long delays, it was able to offer relief organisations delivery of rare products manufactured in conditions ensuring optimum quality at moderate prices. In so doing, it amply fulfilled the functions which had been the intention of its founders and the ideal for which it stood.

12. Transit.

As in the case of food supplies, the Joint Commission found that, in the course of time, it was bound to consider distributing to civilians the gifts of pharmaceutical products offered by the Red Cross Societies, organisations or private individuals.

Although there were no special difficulties in unfreezing funds or obtaining transfers, this entailed a great deal of work for the pharmaceutical service. It is, of course, comparatively easy to take delivery of, supervise and despatch tons of foodstuffs, but the receiving and supervision of consignments comprising often fifty or more different products is a task calling for particular exactitude.

The American Red Cross entrusted the Joint Commission with medicaments, for distribution, in accordance with wishes of the donors, in various countries, namely, Belgium, France, Yugoslavia, Austria, Netherlands, Poland, Lithuania and Norway. Insulin
was particularly valued, and reports were given on the destination and methods of distribution.

Besides these deliveries, regular shipments reached Geneva of medical supplies purchased in the United States through the medium of the American Red Cross with funds put at its disposal by the Belgian, Polish, Yugoslav and Netherlands colonies for use in their respective homelands.

For instance, in 1942, the Committee for Polish Relief requested the Joint Commission to send to Poland 36 tons of pharmaceutical products, at that time in Lisbon. Distribution was to be supervised on the spot.

These goods, which had been detained for many months at Lisbon as the result of administrative difficulties, arrived in Geneva in April 1942. Steps were at once taken with the German Red Cross to announce the arrival of the goods, to ask for the necessary authorisation and to obtain the agreement of the German Authorities in Poland for the despatch of a delegate to supervise the work of distribution.

In the meantime, steps were taken to check the condition of these medical supplies, and certain packages which had deteriorated in transit were repacked. It was finally found possible to forward the goods in August and the final receipt of Rada Glosowna Opie-kuncza is dated 8 September 1942.

A delegate of the International Committee proceeded to Krakow to draw up a scheme for the distribution of these supplies to various hospitals. This delegate went again to Poland in March 1943 and was able to convince himself that distribution had taken place in accordance with the wishes of the donors.

Among the gifts in kind received from the South African Red Cross, the Australian Red Cross and the Irish Red Cross Societies there were also pharmaceutical products which, after being checked on arrival, were added to the deliveries of the Joint Commission.

Other organisations also asked the Joint Commission to transport medical stores bought or collected by them. Thus the Pharmaceutical Service had to undertake the duty of drawing up invoices and checking receipts, and sometimes reports of distribution.
In addition, the Pharmaceutical Service received and sorted gifts and other material collected in Switzerland as a result of its own efforts. This subject will be referred to later in connection with the collections organised by the Joint Commission or inspired by it.

* * *

The frequent contacts made with organisations supervising distribution, with delegates of the I.R.C.C. or National Red Cross Societies and with the medical authorities of the countries receiving relief, enabled the chiefs of the Pharmaceutical Service to collect exact information on an ever-increasing scale. This information was of the greatest use in forming correct estimates of the relative value and urgency of the requirements involved, and also in the preparation of purchase programmes calculated to satisfy real requirements.

In addition, the Joint Commission was constantly requested to furnish information on the sanitary and medical conditions of the distressed areas, as well as on the lack of essential medical stores.

The Pharmaceutical Service published a series of studies the preparation of which required considerable labour and continuous consultation with experts. This question will be dealt with in the chapter on “Publications”.

13. SANITARY DEPÔT.

The circumstances culminating in the Joint Commission’s decision to set up its own free customs port from which medical supplies could be speedily released for export in case of urgency, have been described.

The hopes entertained at the outset that the stock held at this depot might be continually added to by gifts from Red Cross Societies were doomed to disappointment, since it soon became evident that facilities for transport were increasingly scarce and the pressure of the blockade ever greater.

The contrast between the pathetic urgency of the calls received by the Joint Commission and the modest funds at its disposal was striking.
The urgent problem was to maintain the stock of goods at the
Depôt, the value of which increased week by week.

When in 1940 steps were taken with the Swiss pharmaceutical
firms, the Joint Commission's expert, Mr. Robert Boehringer, had
obtained, in addition to considerable gifts, a reduction in kind of
33 1/3 % on all orders placed by the Joint Commission.

This generous action on the part of the directors of the Swiss
pharmaceutical industry for the benefit of the International Red
Cross was of inestimable value in that the Joint Commission was
eventually able to continue organising and supplying relief in
better conditions than had originally been the case.

It was decided that half of the rebate granted should be added
to the shipments made in the name of the donors, the other half
being placed to the Sanitary Depôt as reserve for future needs.
Furthermore, the International Committee advanced Swiss Fr.
30 000 to the Joint Commission for immediate purchases.

The goods in the Depôt representing the whole gamut of Swiss
specialities were offered to the donors and were included in the
purchasing plans submitted to them. Thus they had the benefit of
more favourable terms in buying goods for immediate delivery
and despatch.

It was with the proceeds of these sales that the Pharmaceutical
Service was able to purchase medical supplies which it seemed
wise to acquire without being compelled to await the arrival of an
invariably tardy payment by a prospective donor. In view of
market fluctuations both in price and in choice of product, it was
advisable to seize every favourable opportunity for acquiring
medical supplies as and when occasion arose, for it seemed doubt-
ful whether they could be obtained later on.

There were, moreover, in the Depôt some pharmaceutical
products purchased by the Joint Commission with funds put at its
disposal for this purpose, or by means of credits voted by the Board
out of funds which were not, at the moment, being utilised.

With these resources, the Pharmaceutical Service was able to
procure products which very soon became unobtainable, such as
insulin, grape sugar, vaseline, catgut, liver preparations, medicinal
charcoal, etc. It was consequently more frequently in a position
to meet the wishes of the donors.
As an illustration, we give hereunder the value of the goods held in the Sanitary Depot, and the pharmaceutical specialities, representing the unappropriated share of bonuses in kind, as these values are shown in the balance sheets drawn up at the end of each year. These figures do not show fluctuation in quantities during the course of the years indicated, but merely the amount of stock at the end of each year.

<table>
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<th>To</th>
<th>Sanitary Depot Swiss francs</th>
<th>Pharmaceutical specialities Swiss francs</th>
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<td>--</td>
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It should be noted that the heavy increase shown in the amount of stock held in the Sanitary Depot on 31.12.1945, is due to the Don Suisse, which entrusted the Pharmaceutical Service of the Joint Commission with the preparation and despatch of all its medical and sanitary consignments.


In 1940, the risk of epidemics during and after the war had been the subject of thorough investigation and study by the leading personalities of the Red Cross.

At the suggestion of competent authorities, a list of those diseases of which there seemed likely to be a recurrence was drawn up. A list of the medicaments necessary for combating such diseases, together with the countries whence a supply could be drawn, was then prepared.

The next step was to ascertain to what extent the I.R.C.C. and the Joint Commission could contribute to the contemplated campaign against epidemics.

It was obvious that the recruiting and training of the large staff necessary in the event of an epidemic occurring — 12,000 per million inhabitants — could be undertaken only by Health Service officials. Nevertheless, loyal to their ideals, the I.R.C.C. and National Red Cross Societies were able to co-operate in furnishing
material necessary for disinfection, as well as sera, vaccines and medical supplies.

With this in view, the I.R.C.C. and the Joint Commission devised a plan for ensuring a rapid supply of a quantity of medicaments, disinfectants, vaccines and sera. An estimate was made of the production capacity of various national institutes, so that some idea might be formed of the possibilities of supply on the spot, and the quantities of medicaments and sera which could be available in emergencies.

The epidemics against which it was intended to take measures were:

Typhus (exanthematic),
Typhus and paratyphus,
Dysentery,
Cholera,
Influenza,
Smallpox,
Diphtheria,
Plague,
Malaria.

Besides the specifics for the treatment of these diseases, a quantity of disinfectants was reserved for the disinfection of infected areas, as well as medical supplies for general use in cases of, e.g., cardiac weakness.

Since the Swiss institutes were in a position to ensure rapid delivery of vaccines and sera, it was agreed, in consultation with specialists, that it was preferable not to stock these.

On the other hand, it was imperative that medicaments should be immediately purchased.

On 25 March 1945, the I.R.C.C. decided to set up a fund to be known as the “Campaign against Epidemics Fund” amounting to Swiss Fr. 500,000. This sum was earmarked for the purchase of medicaments as pre-arranged. Part of this stock was held in the Depôt of the Joint Commission for current needs, the remainder being replaced by fresh stock as and when supplies were withdrawn.

As regards the purchase of sera and vaccines, the Joint Commission undertook to deal with these through its own channels.
At the beginning of 1943, the British Red Cross informed the I.R.C.C. that the Epidemics Committee of the Allied Red Cross Conference had ordered a resumé of the work of the Conference to be sent to Geneva, together with a list of the medicaments, which, in the opinion of the Committee, were indispensable in the campaign against epidemics.

It also asked:

(1) for the latest information on the extent and present localisation of epidemic diseases in Europe;
(2) for a list of the relief which the I.R.C.C. could supply or obtain without delay;
(3) for the opinion of the I.R.C.C. on the possibility of adopting the proposed scheme in its entirety or in part, in whatever region might be affected:
(4) for suggestions as to the manner in which the London Committee might be of help, now and in the near future, in the fight against epidemic sin Europe.

The questions engrossing the Red Cross Societies were precisely those of the I.R.C.C. and the Joint Commission. In drawing up its plan, the latter had the benefit of the advice of scientists and competent physicians, and these same notabilities were again consulted in examining the proposals of Red Cross Societies. Such examination was facilitated by the fact that the Epidemics Committee had based its calculations on the same data as the Joint Commission. It was possible to reply in detail to the British Red Cross, sending a series of observations made from experiments carried out by the Joint Commission, and stating the quantity of medicaments obtainable in Switzerland.

* * *

Contrary to expectation, the post-war period was not one of widespread epidemics. Though there was an outbreak of typhus, it was checked and, despite their miserable living conditions, the people in the devastated countries suffered more from undernourishment than from epidemic diseases.

As there was no longer any need to maintain a reserve of medicaments, sera and vaccines, the I.R.C.C. authorised the Joint
Commission to draw upon stocks as and when necessity arose. These supplies were accordingly given away to Relief Organisations which made application to the Joint Commission. The major portion of the stock was therefore used by the Don suisse for missions to take abroad, to furnish institutions such as hospitals in the areas where relief was being given, in every case where conditions, in towns or in the country, called for assistance.

Thus, although perhaps in circumstances less dramatic than might have been expected, the anti-epidemic reserve stocks fulfilled the purpose for which they had been conceived, namely to prevent the outbreak or spread of epidemics in post-war Europe.
IV

TRANSPORT OF RELIEF SUPPLIES
AND CUSTOMS BARRIERS

Besides the difficulties caused by decisions of the Blockade Authorities, the search for supplies, as already stated, came up against measures taken by various Governments to control their own home consumption.

1. SUPPLIES FROM SWITZERLAND.

In Switzerland, first food rationing then the rationing of textiles and footwear deprived the regular markets of a whole series of articles which the Joint Commission needed for its work of relief.

An estimate of every demand for export was first calculated by the competent office of the Department of Public Economy at Berne, which decided whether, at that moment, the country's supplies permitted of the quantities in question being exported.

As regards milk and milk products, so as to facilitate the work of the Red Cross Relief Organisations, the Federal Authorities allotted an inclusive annual quota from which the total shipments of these organisations were reduced at the time of shipment. The result of the grant of these Red Cross quotas was that the Joint Commission had to draw up each year, about March, a draft plan of allocations, on the basis of data supplied by the Federal Offices, of condensed milk, dried milk, and milk products which would in any case be available during the coming year. The Joint Commission then proceeded to allocate the supplies proportionately among the requirements notified by the probable beneficiaries.

In cases of emergency, it was also possible to obtain additional supplies outside the quota, but such supplies necessarily depended upon the country's own food situation and upon the wide fluctuations in the quantities of milk produced.
On the one hand, the reduction in the number of cattle and, on the other hand, the drought, did, in point of fact at certain periods preclude the export of any milk products whatsoever, even by the Red Cross institutions.

It should not be overlooked that, throughout the war years, milk rationing was severe; for example, in 1945, the daily ration in Switzerland was less than 3 decilitres per person.

The attitude of the Federal Authorities to milk exports is shown by the following statement, made by the Head of the Milk Department in March 1944:

"... Nevertheless, we must at all costs increase, in however small degree, the quantities of milk made available to the Red Cross. I frankly admit that it was not pleasant for this Department to have to admit, as they did a day or two ago, that they were unable to put supplies of tinned milk and milk products at the disposal of benevolent institutions for the necessitous people of Europe . . ."

As regards textiles, the position was even more difficult. Imports of raw materials were practically nil during the war, which accounts for the very small quantity of clothing in the Joint Commission’s shipments. As to footwear, which was so badly needed in 1941, the quantities exported were negligible in comparison with requirements.

The situation was such that, at one moment, the Joint Commission was inclined to consider the possibility of suggesting that Swiss exporters — with the authorisation of the Authorities — should do business on a compensation basis, as was the case between Turkey and Yugoslavia, or between Belgium and Switzerland. No satisfactory decision was reached, however, as the system of exchanges was subject, at the time, to very strict clearing rules, and the trade balance between Switzerland and the countries in question showed too great a deficit.

There was one class of goods which attracted the Joint Commission’s attention, namely, those imported into Switzerland with the Blockade Authorities’ guarantee, for home consumption, but which, for some reason, could find no buyers in Switzerland.

But all the Joint Commission’s efforts to obtain authorisation for the re-export of such goods were of no avail. After detailed information had been supplied in answer to enquiries regarding
destination, the origin of the funds necessary for the transactions, the addressees in the country of destination, the use to which the goods were to be put and the means provided for controlling distribution, the Blockade Authorities were unable to issue the necessary permit.

In some cases, after all the Authorities concerned had granted the request, unforeseen difficulties arose at the last moment. Thus, about the middle of 1944, the Joint Commission obtained authorisation to export 100,000 tins of vegetables, but the transaction could still not be concluded owing to the scarcity of tin on the Swiss market; no canned produce could be exported unless the suppliers could import the quantity of tin necessary to manufacture an equivalent quantity of tins.

It should also be emphasized that, throughout the war, the export of cereals was prohibited, since supplies were insufficient to cover normal home consumption.

The Allied Blockade Control of exports from Switzerland grew stricter as the years passed. After consenting, in general, to the re-forwarding of all goods guaranteed as being of Swiss origin, the Blockade Authorities in 1943 adopted even stricter measures of discrimination. Thenceforth requests received by them were given consideration only on two conditions: the Trade Division of the Federal Public Economy Department had first to declare that an export licence would be granted; it had then to certify that the goods in question contained not more than 25% of articles or workmanship of enemy origin. It was not always an easy matter to comply with the Blockade Authorities' requests.

The Joint Commission was able to place a few orders for clothing with manufacturers. In all cases it was compelled — having already obtained export licence — to apply to the Office de Guerre pour l'Industrie et le Travail, which granted, in each particular case, the number of textile coupons corresponding to the goods ordered, such coupons to be handed over to the suppliers at the time of delivery.

The continuous relations which the Joint Commission had to maintain with the various Federal Departments were always characterised by a broad spirit of comprehension and courtesy. The Federal Authorities delegated the right to receive and sign all demands to the I.R.C.C. for the export of relief coming from
Switzerland. The I.R.C.C. in turn instructed the Joint Commission to undertake this work in the case of supplies for civilian populations. The Joint Commission’s visa certified that the goods exported were guaranteed for relief, and that distribution in a foreign country would be carried out voluntarily. These requests, forwarded in the name of the organisation in question, but signed by the Joint Commission, were usually granted, the Joint Commission having previously eliminated all demands not coming within the meaning of relief or failing to comply with the regulations laid down by the Federal Authorities. This state of affairs led the Joint Commission little by little to exercise a kind of indirect control over all exports from Switzerland in the form of relief and enabled various organisations to be kept informed as to methods of procedure. As a matter of fact, all the Swiss organisations, or those having their headquarters in Switzerland, were compelled to apply to the Joint Commission whenever they wished to send relief shipments to a foreign country.

2. Goods from Foreign Countries.

The difficulties encountered in converting foreign currencies into Swiss francs prevented the despatch, especially during the first year, of much urgently needed relief. Relief organisations abroad which applied to the Joint Commission drew their own conclusions and, in 1942, transfers of funds to Switzerland became an increasingly rare occurrence. On the other hand, shipments of goods from overseas increased to an enormous extent, and it was evident at that time that the Blockade Authorities preferred that goods should be distributed under the supervision of the I.R.C.C. in the countries benefiting, rather than that funds should be transferred the subsequent use of which might benefit enemy countries.

Thus, in 1942, the Joint Commission was able to obtain from South Africa some cod liver oil for Greece, and drew up a plan for shipping to Belgrade 3000 tons of food from Turkey. These negotiations took months of preparation, in particular as regards the procuring of the necessary shipping tonnage and rail facilities.

Purchases made in Hungary and Rumania were valid only on condition that necessary export licences could be obtained and that the Joint Commission’s interests coincided with those of the
sellers. The Joint Commission was, however, compelled by legitimate export restrictions to forego certain useful deals. Those which were carried through owed their success in large measure to the confidence and good will which the I.R.C.C. and the Joint Commission inspired in the various Governments.

The export of many useful products from Sweden — e.g., condensed and powdered milk — was rendered the more difficult since the authorities were at the head of a vast relief organisation aiding civilian populations, had ample resources at their disposal and were themselves able to make use of all the exportable surplus.

In 1944, the Joint Commission made enquiries, through the medium of one of its collaborators in London, as to the possibility of purchasing in South America. It seemed at first that the difficulties would be almost insurmountable, since, on the one hand, it was necessary to arrange for the transfer of funds and, on the other hand, to obtain transport facilities which, at that time, were scarce. It was at this period that U.N.R.R.A. was making mass purchases to build up stocks, and that the Combined Food Boards were working at full pressure.

All these purchases were subjected to a "quota" system, that is to say, each recipient country had the right to a quota, and the purchases which the Joint Commission intended making would no doubt be deducted from the national quotas. In the circumstances, the Joint Commission's work would merely have resulted in the transfer within a circumscribed limit, of some of the goods set aside for relief, without in any way increasing the quantity.

The steps taken with the British Ministry of Food met with success, however, and, with its help, the Joint Commission got in touch with its agents in Argentina with a view to purchasing tinned meat and, at the same time, obtaining export licences and the necessary transport facilities.

Far from slackening, financial control continued after the armistice, and in the exchange of goods obstacles were found in the measures enforced by the various countries in their efforts to adjust their commercial policies.

The Joint Commission endeavoured to obtain very small quantities from the big distributing organisations, and, in September 1946, approached the Sugar Committee in the U.S.A. for 100 tons of sugar, a commodity which simply did not exist in Europe.
This request met with a flat refusal and the Joint Commission was compelled to look elsewhere. Some Slovak sugar was eventually found, though on terms far less favourable than could have been obtained had there been an allocation.

The liquidation of Allied Army stocks provided opportunities for purchases on favourable terms and the Joint Commission was able to obtain, either from France or from Great Britain, considerable quantities of goods which were highly appreciated.

To give a general idea of the number of markets — in addition to Switzerland, Hungary and Rumania, which were the chief sources of supply — in which the Joint Commission dealt during these six years, mention must be made of Spain and Portugal (tinned fish, fruit); Great Britain (medicaments); Turkey (food, soap, opium and cotton) South Africa (soap, medicaments, food); Egypt (food, raw material for the pharmaceutical industry); South Africa (soap, medicaments, food); South Africa (food, raw materials); Sweden and Denmark (milk products).

Relief was imported into the beneficiary countries free of customs duty, the addressee being the National Red Cross. Such few misunderstandings as did occur were speedily cleared up.

The strict control maintained by the Joint Commission over the countries receiving relief enabled favourable replies to be given to the Ministries concerned.

After the armistice, the Occupying Powers organised a complete system of customs for Germany and Austria.

It took many long months of negotiations to obtain permission to send relief to the occupied zones.

Acknowledgement is, however, due to the I.R.C.C. delegates whose devoted efforts enabled the Joint Commission to comply with all the requirements of the Allied Military Authorities. A full account of the methods adopted will be given in the chapter dealing with relief sent to these countries.
V

DONATIONS IN KIND

The Joint Commission had no resources of its own upon which it could draw to meet the demands made upon it, and had to rely upon persons of good will to finance its relief work.

This method had two great disadvantages. In the first place the arrival of food and medicaments was retarded, in point of fact, several months sometimes elapsed before the Joint Commission could succeed in obtaining funds. Secondly, the Authorities or organisations which had made urgent appeals often imagined that the delays were deliberate or due to lack of organisation in the I.R.C.C. They found it difficult to understand how it was possible that the Joint Commission could send relief to certain neighbouring countries and yet was unable to supply them with the goods they needed as urgently as did their neighbours.

But what could the Joint Commission do to secure financial aid?

First of all they collected all available information concerning the area which had appealed for assistance. They then considered what were the Red Cross Societies, colonies of nationals abroad, official, ethnical, or religious groups which might be on a position to respond to any appeal made. I.R.C.C. delegates, National Red Cross Societies and Swiss Legations were asked to furnish information on these points.

As soon as the addresses of possible donors were known, a photocopy of the appeal was sent to them, together with a letter giving a brief outline of the position and indicating what possibilities there were of transport, and of effective control. In most cases a telegram was first sent, so that no time might be lost.

The Joint Commission also advised the big relief organisations with which it was in touch.

Replies were not always immediately forthcoming, and a second appeal was necessary. Fresh information had to be given.
and much insistence was necessary in order to convince donors of the need. It sometimes happened that a favourable telegraphic reply was received, and that the necessary financial assistance was made available. Sometimes time was required to amass funds either by subscription or collections.

In either case it was then necessary to take steps to get the money transferred. Purchasing plans were drawn up and submitted to the donor for approval. When all was ready, the money transferred and the goods purchased, transport had to be obtained.

During all this time the hopeful beneficiaries began to despair and to become impatient, since they were unaware of the multiplicity of difficulties to be overcome.

This quest for funds entailed heavy work, much perseverance and considerable ingenuity. Sometimes, ten appeals were received in a single week, perhaps for a children's home, perhaps for an entire area, perhaps even for, say, 300,000 people.

* * *

The Joint Commission was able to take effective action only as a result either of gifts in kind or of funds entrusted to it, either for the benefit of a given area or of particular cases, or of funds of which it could dispose as it thought best. The Joint Commission may therefore be said to have functioned in two distinct capacities.

On the one hand, it received gifts of money which it was entitled to use at its discretion for countries or certain classes of the civilian population which it deemed to be particularly afflicted. At the beginning, most of the donations came into this category.

On the other hand, however, it soon became the general practice to consider the Joint Commission as the agent responsible for the funds entrusted to it. In this case, such funds usually came from an official organisation representing, for example, a government, a local authority, a national colony, as, for example, the Belgian Government in London through the medium of the Comité de Coordination du Ravitaillement belge in Lisbon, the Greek War Relief, the Secours d'Hiver belge, etc. The funds received were to be utilised by the Joint Commission in accordance with certain conditions laid down by the donors, to whom accounts, as a rule, had to be submitted. The Joint Commission was thus "trustee" for such monies.
I. ORIGIN OF FUNDS.

The monies received by the Joint Commission came from three main sources: from countries in the Allied "bloc", which were subject to the very strict financial rules imposed by the blockade; from neutral countries, which were particularly valued as they could be used in all countries; and from countries under Axis control.

Funds from Countries in the Allied "bloc."

(i) Transfers were made, at first, without much difficulty, either through the medium of the Bank for International Settlements, through the National Swiss Bank or through private banks. Mention need only be made, for instance, of the hundreds of thousands of Swiss francs received from the Belgian Congo in 1940/41 for relief work in Belgium, which the British Authorities did not control and which was spent partly in the Balkan countries.

Conversely, for the first time — in April 1941 — the British Authorities stipulated, during their negotiations with the representative of the Comité de Coordination du Ravitaillement belge, who desired to finance relief work for his country to the amount of 300,000 dollars, that a transfer of funds to the Joint Commission was contingent upon the observance of the Finance Blockade rules. It was stipulated inter alia that funds of Allied origin might not be used for purchases in occupied countries or in those under the control of the Axis armies. These funds were subsequently called "mortgaged funds" because they could be used only in neutral or in Allied countries.

It is as well at this point to note how greatly this measure hindered the work of the Joint Commission, which was, in fact, faced with the following paradoxical situation: in countries where there were ample funds, transfers were subject to conditions of so draconian a nature that all possibility of using them freely and rationally was precluded. The economic situation of the neutral countries in Europe, of which there was a steadily decreasing number, was reduced to such a level that they were unable to export foodstuffs except in exceedingly small quantities. Furthermore, the Joint Commission could not apply to the countries which, inside the blockade, had large quantities of food supplies
available (Hungary and Rumania) since it had only limited funds available for use in these markets.

(2) From the beginning of the war, the British Government had only authorised the transfer to Switzerland of dividends on investments belonging to Swiss nationals. Moreover, in June 1941, the U.S.A. had frozen all Swiss assets and each transfer to Switzerland had to be approved by the American Treasury which demanded details concerning the use of the funds. Once the consent of the American Treasury had been obtained, the Joint Commission had to get the Swiss National Bank to exchange dollars for Swiss francs. The Bank showed great comprehension and agreed to let the Joint Commission have free Swiss francs against blocked gold which they had received in America and which for this reason they were unable to use so long as the war lasted.

But it was from the summer of 1942, that is to say, when the blockade was stricter than ever, that the British Authorities strengthened their control over all transfers of monies from countries in the Allied "bloc". This trend was apparent during the negotiations for the opening of a three million Swiss franc credit with a Swiss bank. The same restrictions governed the use of this credit as those imposed on the use of funds from Anglo-Saxon sources. The nature and quality of the merchandise to be purchased in Switzerland with this money were subject to the following provisions:

(a) The goods bought must be "Genuine surplus produce of Switzerland", and were not to be of the same kind as the rationed articles imported by Switzerland at that time through the Allied Blockade.

(b) No financial gain, either direct or indirect, was to result from these transactions for any Axis firm or individual.

(c) Consequently, no transactions could be entered into with Axis firms or firms whose names appeared on the black list.

(d) Equally, it was impossible to buy in Switzerland, with these funds, any goods imported from Axis countries.

(3) In 1943, the British Authorities further insisted on purchase programmes being submitted to them by the Joint Commission each time a transfer of funds was made. It has been shown that at
that time the Joint Commission drew up a general schedule of Swiss exports for one year, which was first submitted to the Federal Authorities, but was never transmitted to London, trade between Switzerland and Great Britain having been temporarily suspended.

It was, moreover, becoming increasingly difficult to use Swiss francs in other countries. Among the Relief Organisations in the countries behind the Allied Blockade endeavours were made to substitute donations in kind for funds — transactions which were fraught with many difficulties since such shipments were contingent on the doubtful possibility of obtaining a "Navicert".

It became increasingly difficult to transfer sterling right up to the time the Joint Commission's work came to an end. The British Authorities required, besides a detailed purchase programme, exact reports on the food situation in the countries in receipt of relief, their requirements, etc.,

The British Government nevertheless authorised Allied Governments to remit funds from time to time to their Legations at Berne, with a view to financing relief in the occupied countries which these governments represented. The Ministry of Economic Warfare charged the British Legation at Berne to examine and approve, within certain limits, the purchases in question. To facilitate the Legation's task, and to comply with the conditions laid down when the British Authorities remitted the funds, the following method of procedure was agreed to, after previous consultation with the Joint Relief Commission and the Trade Division of the Federal Department of Public Economy:

a) The Competent British Authorities would agree to the transfer of funds; the Legation at Berne of the Allied country concerned and the British Legation were to be informed.

b) The Joint Relief Commission would submit to the British Legation a purchase programme within the limits of the transfer. The programme must clearly state:

1. the nature of the goods, giving in each case the relevant Swiss customs' tariff;
2. quantity (gross and net weight) number of cases, etc.;
3. The Swiss franc value, i.e., the net value of the goods and the amount of additional charges, insurance, transport, to the Swiss frontiers, etc., and a proportion
of the administrative expenses of the Joint Relief Commission;

4. the names of the buyers, insurers, transport agents, banks or other middlemen connected with the transaction;

5. the Joint Relief Commission had to make sure that the goods contained nothing imported (or resembling such imports) into Switzerland by way of the Allied Blockade. For this purpose a declaration from the Commercial Division of the Federal Department of Public Economy could be obtained on request, and had to be attached to the proposal to purchase, certifying that:

(i) a Swiss export licence would be granted for the goods in question;

(ii) that the goods in question would not contain a proportion higher than 25% of material or workmanship of countries enemies of Great Britain.

6. The British Legation’s agreement, together with any stipulations which the competent authorities in London might add, was sent to the Joint Relief Commission, the Commercial Division and the Allied Legations concerned;

7. the Joint Relief Commission took the necessary steps — in agreement with the Commercial Division — to advise the British Legation in due course when shipment had been made.

Generally speaking, the formalities necessary in the U.S.A. and Great Britain were lengthy. Relief work, which had been the subject of close study by the Joint Commission immediately upon advice that funds would be available, was delayed by the long-drawn-out procedure — if it had not been stifled at birth by the Blockade Authorities. Or else the donors were disheartened and gave up the idea of continuing such intricate negotiations; while all the time pressing appeals for urgent assistance continued to pour in upon the Joint Commission at Geneva.

To illustrate how delicate was the problem of transferring funds from Allied countries, the case may be cited of a donation made to the Joint Commission for Moslems in Yugoslavia.
In the Spring of 1944, the attention of relief organisations was drawn to the particularly serious plight of the Moslems in Bosnia and Herzegovinia, especially the children. One Red Cross Society had also asked the I.R.C.C. to enquire into the needs of these people. On the basis of a report which it speedily prepared, the Joint Commission sent out an appeal to various governments and, towards the end of June, it was learned that the Egyptian Government and the National Society of that country had set aside £25,000 for relief work suggested by the Joint Commission.

At its end, the Croat Red Cross expressed its readiness to ensure distribution of the relief planned by the Joint Commission.

In July, the Joint Commission set about securing the transfer of the £25,000 deposited in Cairo. But the Exchange Control in that country, having insufficient funds, were opposed to this, and in November the Joint Commission considered the possibility of getting London to pay the money. London, however, said that it could not transfer the money to Geneva without the prior consent of the Exchange Control in the country of origin, so the matter was at a deadlock. In these circumstances, the Joint Commission proposed to purchase food and clothing in the sterling "bloc" countries, but had to abandon this plan also as it could not take over goods destined for civilian populations in Europe.

In the Spring of 1945, the I.R.C.C. delegation in Cairo endeavoured to find another solution. This was to hand over the £25,000 to the Yugoslav Legation in Egypt who would have the equivalent sum in dollars remitted to the Joint Commission in Geneva. But this plan also fell through, and finally it was decided to purchase in Egypt the relief to be sent to the Moslems in Yugoslavia.

Ever since its inception, the Joint Commission has left no stone unturned to obtain the financial assistance necessary to extend the scope of its activities.

_Funds from Neutral Countries._

Practically all the money from neutral sources came from Switzerland. These funds could be used to make purchases in any country, so that it was far better to use Anglo-Saxon funds for purchases in Switzerland and reserve the Swiss francs for purchasing in the Balkans.
Nevertheless, the term “Swiss funds” should be interpreted in its narrowest sense, that is to say, funds which were the proceeds of collections made in Switzerland by an organisation in an occupied country (even if the collection was made among Swiss citizens) were considered as foreign funds. Advances made by Swiss financial institutions to organisations in occupied territory, money unfrozen in Switzerland and belonging, e.g., to a welfare organisation or to a relief organisation in an occupied country, were also considered as foreign funds.

**Funds from Countries under Axis Control.**

As regards funds from countries under Axis control, it was necessary to make a distinction between the different sources:

(1) Countries such as France which had long enjoyed relative autonomy and were able to convert their national currency into Swiss francs. This was a great advantage, since the Balkan countries, notwithstanding their gradual impoverishment and all kinds of restrictions, were open freely to holders of free Swiss francs.

In certain cases, however, the French Authorities in 1943 demanded accurate information regarding purchases to be effected with funds transferred from France to the Joint Commission.

(2) Countries such as Belgium which, thanks to the unfreezing of funds in Hungary and Rumania, had succeeded in financing some imports of foodstuffs.

This is one of the most interesting aspects of the Joint Commission’s financial operations.

As is well known, some of the occupied countries possessed considerable assets in the Balkan countries. Even before the war these assets were, under severe financial laws, subject to innumerable restrictions which the Blockade enforced with even greater severity.

At the beginning of the winter of 1942, the representatives of Belgian Relief Organisations (*Secours d'Hiver, Croix-Rouge de Belgique*, etc.) came to an agreement with certain industrial institutions in Belgium holding private credits in Hungary and Rumania. By an internal arrangement they could thus, with the support of the Joint Commission, take steps to unfreeze such funds.
The Joint Commission then obtained permission to use these funds for the purchase and export of food to Belgium. It was therefore a question of transactions within the Blockade — of the shifting of goods from a belligerent to another country under Axis occupation.

2. METHODS OF TRANSFERRING.

As has been seen, most of the transfers were made through banks — the Bank for International Settlements, the Swiss National Bank, or private banks. It may be useful to recall that each and all of these banks did everything possible to facilitate the Joint Commission’s task and to carry out the transactions with the least possible delay.

Many financial transactions were carried out through the Office Suisse de Compensation, in accordance with the clearing regulations. Particular mention may be made of a number of relief activities in aid of Belgium and France. These were carried out as follows: the Joint Commission supplied the Chamber of Commerce in Geneva with invoices in triplicate for the goods they had bought. On the copy for the Office Suisse de Compensation, the Chamber of Commerce gave the clearing certificate; on the copy for the receivers of the goods, a certificate was given stating that the goods were guaranteed of Swiss origin; the third copy was kept for reference by the Chamber of Commerce. The originals of the invoices were certified and countersigned by the Chamber of Commerce of the Canton from which the goods emanated. The Office Suisse de Compensation, to which also a copy of the export certificates, countersigned by the customs authorities was to be sent, then advised the Joint Commission of the liberation of the amounts indicated on the invoices submitted to them and, in accordance with the Joint Commission’s instructions, paid these into one of the accounts which this organisation held in various banks (Bank for International Settlements, for example, for most transactions with Belgium).

A period varying from four to six weeks elapsed between the payment into the French or Belgian Exchange Offices and the arrival of the order to pay the corresponding amount to the Office Suisse de Compensation. In addition, technicalities in connection with the settlement in Switzerland took a week.
The I.R.C.C. were able to take advantage of certain facilities in the transfer of funds, especially to the U.S.A. Benevolent organisations therefore utilised their delegations as a channel for sending donations to the Joint Commission. Thus, the delegation in Washington were able, without too great difficulty, to get dollars transferred to Switzerland, with the consent of the American Treasury, either direct through the Swiss National Bank, or through the Federal Reserve Bank, where the Swiss National Bank held a special account.

The League also, on certain occasions, also transmitted to the Joint Commission funds received from various National Red Cross Societies.

It has already been shown how, with the consent of the Allied Authorities, the Governments in Exile were able to make available to the Joint Commission money for providing food for the countries they represented. Such funds were almost always transmitted through the Legations at Berne. This was, of course, a special and exceptional method adopted with a view to assisting Axis-occupied countries.

Sometimes donors were in possession of large sums in Switzerland, usually in the form of shares more or less easily realisable. Donors in countries where goods which they wished to send to those in need could not be obtained, and where transfers of funds were prohibited, gave instructions to their bankers in Switzerland to debit their accounts with the amount necessary to finance the relief work. This is what happened with, e.g., the Etchea Foundation.

But the Joint Commission was not always compelled to transfer funds or to seek a more or less satisfactory opportunity of exchanging commodities; it was often able to make use of gifts of money in the countries from which they came by purchasing clothing, food and medical supplies on the spot. A somewhat extraordinary instance of this is that of Belgium which was able to get a whole series of blocked assets, which they held in certain eastern European countries, released for the benefit of a vast relief organisation. The Joint Commission was thus enabled to buy, from Hungary and Rumania in particular, with pengos and leis thus made available, considerable quantities of food products of inestimable value to Belgium.
3. OPENING OF CREDITS.

The Joint Commission on several occasions found itself unable to conclude advantageous deals because the money, although promised, had not yet come to hand. The difficulties in getting funds transferred were often the cause of long delays between the promise and the actual receipt of financial assistance, as business transactions were subject to very short options. This was another gap which the Joint Commission had to bridge if valuable opportunities were not to be lost.

The most effective method consisted in obtaining a large sum for purposes of negotiation which the Joint Commission could have used, if desired, to finance such transactions — except for the purpose of refunding the advance made at the time the money arrived. It will be remembered that Article 7, paragraph 3 of the Statutes lays down that the Joint Commission may enter into no financial agreement without adequate cover.

It was not, however, possible at that time to amass such "strategic reserves" as would have increased the independence of the Joint Commission and so facilitate its work of relief in no small measure.

In work for the relief of Belgium, the Joint Commission was compelled to apply to the Bank for International Settlements, which consented to open a "bridging credit" for Belgian organisations whenever the steps taken to obtain a transfer of funds seemed likely to cause too long a delay in sending the much needed aid. Other banks subsequently agreed to co-operate with the Joint Commission and to advance funds to donors to enable urgent relief work to be rapidly organised until the Joint Commission could get possession of sums which were blocked in foreign countries sometimes for very long periods.

In 1940, the Joint Commission began its operations with an original credit of Swiss Fr. 14,000, clearly an insufficient sum with which to initiate relief work and cover administrative expenses.

During the first years of its existence, the only funds at the disposal of the Joint Commission were donations which, as has been explained, were available only after so long a delay that they could respond in but small measure to appeals in which it was almost impossible to interest any donor.
Administrative expenses were swallowed up in current expenses. The constitution of a working capital fund was indispensable in order to enable the Joint Commission to take advantage of the markets, but was beyond the reach of the Founders. This obstacle weighed heavily upon the work of the Joint Commission and began to be overcome only through the generosity of manufacturers of pharmaceutical products and insurance companies in Switzerland, who constituted a new fund for relief work. A report on these questions will be found in the Chapter entitled "Financing". (Chapter XV.)
VI

DELIVERY OF RELIEF

I. FREE TRANSPORT.

While the Joint Commission was discussing with Governments the conditions under which it could assist the Occupied countries, it had at the same time to settle the question of transport and customs dues.

For example, when parcels were sent to the camps in the Midi, it was found that the internees were expected themselves to pay the expenses of carriage and customs for the goods sent; it even happened that parcels were sometimes returned to the senders because of non-payment of the charges due.

It was, on the other hand, clear that no international convention regulating conditions for the despatch of such parcels was in existence. The I.R.C.C. had suggested to the belligerents, in 1939, that they should adopt the plan approved by the Fifteenth Conference of the Red Cross, which met at Tokyo in 1934, to apply to civilian internees the terms of the 1929 Convention on the Treatment of Prisoners of War. Both the German and French Governments had agreed, in 1940, to allow civilian internees the benefits of free customs and postage. This agreement, however, concerned only civilian internees of enemy nationality who had been held up in one or other of the belligerent countries as a result of the period of emergency. Generally speaking, the civilian populations, no matter how distressed their condition, were unprotected by any convention whatsoever. But it was to the civilian populations in particular that the Joint Commission was sending its supplies.

When this question was gone into, it became evident that the Joint Commission was in a very delicate position. There was no agreement in existence to which it could point in order to obtain concessions; such concessions depended entirely on the goodwill of the authorities to whom the Commission applied for special consideration in this respect.
In a letter dated 11 January 1941, the German Foreign Minister, in reply to an appeal dated 22 November 1940, informed I.R.C.C. that:

"Relief parcels coming from abroad and destined for the populations of occupied countries, will be granted exemption from Customs duties and cost of transport in territories under German authority, if they are addressed to the German Red Cross Delegates" ¹

From 1940 on the Swiss Government also granted free transport for parcels sent to civilian populations, passing through Switzerland itself, guaranteeing half the cost, while the remaining half was borne by the Swiss Federal Railways.

These two decisions were determinative for the activity of the Joint Commission.

At this particular epoch, Norway, the Netherlands, Belgium and France had all been invaded. In Poland and Czechoslovakia there were Governments under German authority. In April of the same year, German troops entered Yugoslavia and Greece and, in October, Rumania. Austria had been absorbed into Germany since March 1938.

The above explains why it was that steps to enable free transport for relief parcels sent by the Joint Commission did not become necessary until after the liberation of the European countries. Up to that date the despatch of goods was made in accordance with the instructions contained in the German Foreign Minister's letter of 11 January 1941, quoted above.

All goods sent from Switzerland, Hungary or Rumania had to be addressed to the German Red Cross delegates in the recipient country "to be forwarded to the National Red Cross Society or the organisation to which it was addressed". On arrival, the consignees took delivery and signed receipts which were sent to the Joint Commission. However, as and when the Governments of the liberated countries once more took over the administration of their internal affairs, it was with them that the Joint Commission had to settle questions of free transport, both for goods destined for the countries themselves and for goods in transit. These measures sooner or later bore fruit. Details of these negotiations, and of the effect which the various delays had on the process of

supplying relief, will be found in the notes on despatch of consignments to each particular country.

Generally speaking, moreover, the recipient countries never hesitated to grant free transport for the parcels sent to their own country. It was obvious that, if the donors had to pay cost of transport and customs dues for foodstuffs, medical supplies and clothing, fewer goods could be sent; it was therefore in the interest of the recipient countries to renounce their dues, the total amount of which was very small in comparison with the value of the goods which were being sent as a free gift.

On the other hand, goods in transit, *i.e.*, goods sent through one country to another, gave rise to difficult negotiations up to the end of 1946.

The chief transit country was Switzerland, whose railways, from 1941 to 1947, carried free of charge all goods sent to other countries by the Joint Commission and all goods sent from outside Switzerland to the Commission’s depôts. On many occasions, the Swiss Federal Railways provided the Joint Commission with the necessary wagons — a particularly generous gesture since these wagons often remained outside the country for a much longer period than had been foreseen. The expenses borne by the Swiss Authorities in connection with transport of Red Cross goods amounted, during the period 1940-1946, to about 20 million Swiss francs.

First negotiations with the French Government began to show results towards the end of 1942.

It was possible to send relief parcels to the Free Zone free of charge if they were marked on the bill of lading as: "Registered for free transport by the Comité de la Reconnaissance française. This organisation, which was under the aegis of the Government, used to send the Joint Commission certificates signed by its secretary, to be attached to the bills of lading.

This procedure was followed up to the middle of 1945. When at this time, the Comité de la Reconnaissance was dissolved, provisional arrangements for dealing with the matter were made in Paris.

The Ministry of Health then appointed the French Red Cross as successor to the Comité de la Reconnaissance française. But relief sent through France had to pay dues. Moreover, the authorities were forced to reconsider this decision because of the financial
difficulties of the French Red Cross. Thanks to the French Railways, transit dues could now be paid in French francs at the French railway stations from which goods were despatched.

As has been seen in Chapter III, the Joint Commission was able to arrange for a fairly large quantity of goods to be sent from Turkey and Egypt, which had either been bought on the spot or sent as a gift to the Commission's agents in these two countries.

As far as possible, goods were sent direct from countries of origin to the recipient countries. Thus, Greece, Rumania and Yugoslavia received relief which had not to pass through Switzerland.

It was, however, easier to reach the Western countries of Europe and certain of the Central European countries through Geneva, especially when, at the end of the war, transport was completely disorganised. The Joint Commission was then compelled to send its relief parcels through Italy to Geneva and to pay cost of transport, up to the Autumn of 1946, when it became possible after long negotiations, begun as early as December 1945, to obtain free transport.

Before this happened, however, transport dues as far as the Swiss frontier for goods unloaded at an Italian port, had to be paid in Swiss francs, which sums were an additional charge on the budget of the donors.

On the other hand, when it could use the Italian railways to send relief to Yugoslavia, which was the case up to 1946, the Joint Commission benefited by a reduction of 50 per cent for the Italian section of the journey. All relief parcels sent to Italy itself were handed over at the frontier to the E.N.D.S.I. (Ente Nazionale di Soccorso all'Italia).

Belgium, in return for the aid received by the Joint Commission during the years of the Occupation, granted freedom of transport, from October 1946, for all consignments in transit addressed to the Joint Commission, up to the value of eight million Belgian francs.

In Yugoslavia, the Yugoslav Red Cross agreed to forward free of charge to the Bulgarian Red Cross certain consignments which had been sent in the first place to Belgrade.

As early as May 1946, Hungary made a reduction of 50 per cent on cost of transport for all goods sent to the Delegation of the Red
Cross Committee, the other 50 per cent being paid by the consignees. After further negotiations the Hungarian Government granted complete exemption for all goods sent to Hungary itself, and charged half the usual dues on goods in transit. Ultimately, the latter payments were made in Hungary by the recipient countries.

Trains going to Poland had to cross Czechoslovakia, and the Czechoslovak Government claimed payment of transport costs; in several cases, however, free transit was granted, as a result of steps taken by the I.R.C.C. delegate in Prague, on condition that the Polish Government supplied fuel for the locomotives.

Austria, besides granting complete exemption from dues for goods sent to Austria itself, granted a reduction of 50 per cent on all goods sent to any other countries, in cases where these latter agreed to pay the remaining 50 per cent.

The most difficult case was that of Germany. Up to 15 October 1946, relief consignments were exempt from taxes, coming under an Order (Frachtfreiheit 8) which fixed the conditions under which relief could be sent to prisoners of war and civilian internees.

This was at a moment when the food situation was beginning to give the Occupying Authorities cause for serious anxiety, and relief consignments were consequently very welcome. But despatch of relief was held up until a decision had been reached by the Commission des Tarifs du Conseil du Comité allié in response to representations made by the I.R.C.C. delegation in Berlin. However, certain organisations agreed to pay cost of transport.

On 28 October 1946, the Authorities in the French Zone issued orders that relief parcels were to be admitted free of transport charges.

It was not until 10 January 1947 that the Commission des Tarifs decided to allow a reduction in tariffs and payment of transport dues by the German administrations.

It will be seen from the above how the absence of definite agreements hampered the despatch of relief. While negotiations with Governments were going on, the Joint Commission had to pay transport, and the organisations sending relief, which had frequently used up their entire funds on the purchase of goods, at times found it difficult to raise funds to pay for their transport. On the other hand, it always seemed as if current negotiations
were about to bear fruit. All these uncertainties and delays naturally added to the difficulties of the institutions which were waiting for the promised help.

The Joint Commission had only one argument — which it used freely — which was that of reciprocity in the matter of the concessions asked for. Countries granting free transit themselves received, or had recently received, goods under the same conditions, which had passed through several other countries before reaching them.

This appeal for solidarity was the one most often made. It must here be noted, however, that a very positive reservation was made in respect of the despatch of goods to ex-enemy countries, for which the Joint Commission asked for exemption.

Decisions could be obtained, moreover, only after lengthy negotiations, during which, in order that aid might not be abruptly and completely cut off, the despatch of goods continued. Costs of transport during this period were very heavy, at a time when the resources of the relief organisations were tragically slender.

2. SCARCITY OF MEANS OF TRANSPORT.

One of the most striking consequences of the military operations had been the systematic and continuous destruction of the means of transport and of rail communications.

After the Liberation, there was a general shortage of rolling-stock and locomotives, overcrowding of such railway lines as remained usable, and lack of direct routes to the principal railway stations.

Countries where means of communication had not been affected by the war were chary of letting their rolling-stock cross the frontier. Interruption of international exchanges also helped to make every country tend to fall back upon its own resources.

The Swiss Federal Railways gave invaluable assistance in the relief work of the Red Cross, in supplying as many wagons as they were able for relief despatches from Switzerland. As during 1940-1944, they were the last to place difficulties in the way of the Joint Commission.

As soon as the question arose of despatches of goods from Rumania, Hungary and Turkey to the countries of Western
Europe, hesitation and even refusal on the part of the various railway administrations became inevitable. A solution of the problem of transport could have been found if countries to which the goods were despatched had themselves been in a position to furnish rolling-stock, but, as has been seen, this was impossible, since they were the very countries which had suffered most from the destruction of the railways during enemy occupation.

It is easy to see why, under these conditions, the Joint Commission had found that the transport of relief goods, together with the constant endeavour to collect funds, was perhaps the most difficult of all its activities.

The replenishing of Greece’s larders from Turkey by rail, the transport of Turkish foodstuffs to Yugoslavia, the despatch of goods bought in Rumania and Hungary to Belgium and France, could be achieved only in spite of a thousand and one difficulties, and thanks to the constant assistance given by the German Red Cross. When in trouble, the Joint Commission invariably applied to the German Red Cross, through its offices in Berlin.

Transport difficulties were sometimes such that the choice of a district to which help should be sent was determined solely by the possibility of finding a means of despatching the goods.

This was why 1,300 tons of Turkish foodstuffs, which should have gone to Montenegro, had to be distributed in Serbia, since access to Montenegro was extremely difficult and Serbia was in urgent need of relief.

In 1942, thanks to the Foreign Affairs Director of the German Red Cross, the Joint Commission was able to use railway trucks returning from Salonica to the north to carry relief goods to Belgium via Germany; but even this was limited to 500 tons a month.

At the end of 1942, no German railway trucks were left in Turkey, and there was a general embargo on allowing Turkish trucks to leave the country.

Despatches from Switzerland were no easier. At the end of 1942, traffic between Switzerland and Greece, via Belgrade, came to a sudden stop. By application to the competent authorities, the Joint Commission managed to obtain permission for two trucks to be sent off every four days. At this moment, the Joint Commission had nine trucks ready in Switzerland to go to Greece; twenty-eight others were held up in Venice. Then traffic was once
again brought to a standstill, and it became necessary to apply to
the Swedish Government and the German authorities for leave to
use the S. S. "Hallaren", a Swedish vessel en route for the Piraeus.

Although these measures were successful, there was a delay of
two months before the arrival of relief goods.

No opportunity for utilising transport was missed. When,
after the liberation of Poland, Poles who had been interned in
Switzerland during the war were repatriated, the Joint Commission
obtained leave to send relief goods in wagons attached to the
official trains.

On another occasion, on the advice of the Polish Red Cross
delegation in Paris, five wagons were sent to Warsaw via Paris.
This was, however, the only occasion on which this method was
adopted, as it was very slow, and more expeditious routes were
opened up soon afterwards.

The entry of Allied troops into both Northern and Southern
Europe upset railway communications for several weeks.

In October 1944, several consignments of relief parcels were
held up. Ten truck-loads of milk and cheese intended for Belgium
had to return to Berlin, where they were bought for despatch to
Oslo. But since it proved impossible to get them from Sassnitz to
Trelleborg, the German Red Cross sent them back to Geneva.
Truckloads destined for Cracow also had to return to Switzerland.

Hungarian goods had to remain in store in Switzerland, as no
news could be obtained of a large amount of Rumanian wheat
which was held up in Germany. Tons of starch foods which had
arrived at Ratisbon had to remain there owing to the advance of
American tanks.

After the Liberation, quite apart from additional damage
causcd by the recent fighting, the chances of bringing help to the
liberated countries were still further diminished by the renewal
of traffic within the liberated countries, which absorbed all the
remaining rolling-stock. Never had trains been so crowded as
during the early months of 1945.

At the end of the summer of 1946, when large consignments
of relief goods were ready to proceed to Germany, it was impossible
for several weeks to obtain any means of railway transport. Goods
were piling up in the depôts, while the I.R.C.C. delegates in Ger-
many, and the directors of the Joint Commission, tried to reach
the ears of the competent authorities in order to enlist their support in the matter.

The presence in Switzerland of Allied officers belonging to transport detachments of the three Western Zones made it possible to convene a meeting at which the question of getting relief consignments into Germany was considered. At this particular moment, as many as 320 trucks were needed to carry goods awaiting despatch. Moreover, an additional 80 trucks per week for the three Zones were needed to ensure the despatch of goods already allocated. The Allied officers themselves were willing to place these 80 trucks at the disposal of the Joint Commission, but the execution of this promise, since it depended on relations between the four different Zones, raised certain difficulties.

From 10 September to 10 October 1946, the Joint Commission sent out from its warehouses 402 trucks, of which 62 only were for Germany. On 11 October there still remained enough goods to form 95 truckloads.

A delegate was sent to Germany to find out on the spot what was causing the delay in providing trucks, and discovered that it was due to error rather than to ill-will. After this, the provision of trucks was considerably accelerated so that it was possible to make up for time lost.

From time to time unforeseen incidents occurred to complicate the task of the Transport Service, as, for example, the strikes in Antwerp, which compelled the Joint Commission to divert to the Netherlands goods meant for Antwerp. In the Spring of 1946, floods still further hampered the already difficult transport situation in Germany, while in the following winter heavy falls of snow blocked the railway lines into Austria and Hungary.

On every occasion, responsibility had to be assumed for expenses caused by the hold-up, trains carrying relief goods had to be stopped and their convoy officers informed that the routes must be changed; consignees had to be warned, while at the same time there had to be no relaxation in the despatch of consignments for other destinations.

It has already been seen that goods sent from Switzerland to Greece were despatched via Venice, as sea communications between that port and the Piraeus were by then regular. Other consignments were sent via Marseilles.
Trains from Yugoslavia went via Trieste, until it became possible to send via Austria.

Rumania received consignments, which were sent either by rail across Austria and Hungary or by sea via Marseilles to Constanza.

In every case, it was first and foremost a question of using the quickest route and method of transport at the precise moment when the goods were ready for despatch; it was also incumbent on the relief organisations to watch expenses carefully and to keep them down to the minimum.

3. METHODS OF DESPATCH.

When a sufficient quantity of goods was ready for despatch, the Joint Commission loaded the goods on to "set trains", which were easier to control than single trucks attached to ordinary trains.

When goods from Portugal and Spain were being sent to Belgium, this method of transport had been selected and had proved the most convenient and rapid. The contents of the trucks, stamped by the Customs on departure, were checked on arrival by the recipients, who were then able to notify any losses en route.

In spite of frequent air attacks on rail communications, the Joint Commission suffered very few losses.

"Set trains" of goods were organised as soon as the war came to an end, for consignments to Austria, Germany, Hungary, Poland, Rumania and Yugoslavia. Goods were addressed to the I.R.C.C. delegations to be forwarded to the final destination.

In order to guard against risks en route, goods were accompanied, except in the case of consignments to Yugoslavia, by convoy officers — usually two on each train — whose duty it was to watch over the train during stops at stations, to secure the assistance of station-masters in speeding up transit, and to check the goods on arrival with the consignees to whom they submitted the relevant bills of lading.

Every convoy officer was engaged, either temporarily or permanently, by the Joint Commission, to hold himself ready to answer an immediate call for duty. The Joint Commission undertook all formalities connected with obtaining visas or Allied mili-
tary permits for Germany and Austria. The assistance given by the Red Cross Societies in the countries providing relief was of great value to the Joint Commission in putting through such formalities, and was usually obtainable. It was only on one occasion, however, that the Yugoslav Government supplied the visas requested for convoy officers.

On their return at the end of each trip, the convoy officers submitted a report on their mission, stating what difficulties had been encountered. Their suggestions were very welcome, since they made possible constant improvements in the rapidity and security of transport.

It was not easy to recruit convoy officers. They had to be in first-class physical condition to endure the hardships of journeys in very uncomfortable goods vans, which were unheated in winter. They had to be compact of intelligence and initiative and be able to resist the temptations of the Black Market, which had swollen to enormous proportions in the more poverty-stricken countries.

At first they were paid only for the actual trips made. Later on, as it became increasingly difficult to enlist competent persons free to remain at the disposal of the Joint Commission in between trips, the more competent of them were engaged by the month.

As in general they had to be present to check the actual deliveries of goods to the recipient organisations, their stay in other countries lasted for a longer period than that of the journey itself. It took 5-8 days to take relief-trains to Germany, but a journey to, e.g., Poland occupied 2-3 weeks.

It is interesting to note certain aspects of the work of these convoy officers, as revealed in the reports which they made on their return.

It was no easy task to keep a day and night watch on thirty or forty trucks for several days on end. At each stop they had to get down on to the line, one on each side of the train, and walk up and down the train in order to keep off thieves, while at the same time checking up on the sealed doors of the vans. In the bigger stations they could call on armed guards to help them, and they were then able to get some rest. But at other times everything depended on their individual vigilance.

When it was necessary to change engines, it was their job to persuade the station-master to speed up departure, and this meant
thinking up arguments likely to move him, or perhaps even choosing the right moment to offer him a friendly cigarette.

And, sometimes things went very slowly indeed. Certain of the convoy-trains took as much as 13 hours to do the 15 kilometres between the stations of Wannsee and Anhalt-Berlin.

There were constant little upsets. Sometimes a coach developed a heated axle or a broken coupling. The convoy officers had to superintend the uncoupling of the truck and the coupling up again of the rest of the train, and get a formal undertaking from the station-master that the abandoned truck would be sent as soon as possible. They had also on such occasions telegraphically to inform the nearest office of the I.R.C.C.

The very rare occasions on which the convoy officers managed to procure a passenger coach were for them a real picnic party; but, more often than not, they were cooped up for several days in a goods van reserved for convoy officers, where they had to make themselves as comfortable as they could on narrow benches.

On one occasion, the only accommodation was a truck used for conveying cattle and the convoy officer had to travel in company with seven cows! On another occasion, when a load of Irish bacon was being carried, the only place that could be found for the convoy officer was in the refrigerator-van!

Experience showed that an authoritative manner was much less successful than a pleasantly informal and cordial demeanour. Even when they were tired, the convoy officers had to remain patient and good-tempered.

Return journeys were made under better conditions. As soon as they reached Geneva, the convoy officers had to report to the Joint Commission the requirements, observations and criticisms of the recipients. A few days later they were off again. Sometimes, even, they had no time to get back to Geneva, but received orders at the frontier to start off again the next day.

Thanks to the zeal and intelligence of these officials, the relief goods sent by the Joint Commission usually escaped the pilfering which was so frequent in 1946. Their presence ensured the maximum of security for relief trains.

When there were not enough goods on hand to form "set trains" single wagons were attached to ordinary trains, but these were without convoy officers.
Every despatch was signalled, either by telegraph or air mail, to the I.R.C.C. and to the recipients. The officers of the I.R.C.C. took charge of the goods on arrival and, after verification, forwarded them to the consignees, who gave signed receipts, one copy of which was sent to the donor by the Commission.

In the case of goods lost en route, the Joint Commission immediately got in touch with the insurance companies in order to recover the value of the missing articles.

4. Transport by Road, Water and Air.

Transport by Lorries.

In urgent cases, at a time when rail transport was unobtainable, the Joint Commission, by agreement with the donors, decided to use road-convoys made up of lorries with trailers, lent either by the Transport Service of the I.R.C.C. or by private undertakings. This involved numerous negotiations for the purpose of obtaining Customs papers for the vehicles and visas for the drivers, and proved much more expensive a means of transport than the railways, owing to the exemptions granted by the latter to the Joint Commission. This explains why road-convoys were used only on exceptional occasions.

In September 1944, three days after the liberation of Lyons, a hundred tons of condensed milk were sent to that city. It was by lorry also that a depot at Grenoble was installed and consignments of condensed milk sent to various towns on the Côte d'Azur.

Sixteen lorries of the I.R.C.C., loaded with medical supplies, disinfectants and clothing, left at the end of September 1945 for Warsaw, via Eisenstein, Pilsen, Prague and Nachod. Yet another column of I.R.C.C. lorries carried relief goods in 1945 to Budapest. Others were sent into Germany in 1946.

All of these convoys reached their destinations without incident. A relatively large staff was involved. Thus, for 21 lorries which left Basle on 10 March 1946 for Düsseldorf, 27 drivers and two convoy officers were needed. This convoy was able, on the way, to leave goods at Freiburg-im-Breisgau, Lahr-Baden and Frankfurt-am-Main; also to send from Frankfurt pharmaceutical supplies to Münster (Westphalia), Aix-la-Chapelle, Cologne, Lübeck and
München-Gladbach. As the lorries usually returned empty, the cost of the trip was fairly high. These despatches by lorry were exceptional, and were only justifiable in urgent cases.

Sea Transport.

The Joint Commission sometimes sent goods by sea. This was the case when it was impossible to make up trains at Lisbon for Switzerland. By arrangement with the Allied and Axis Authorities, I.R.C.C. ships earmarked for the transport of parcels for prisoners-of-war were able also to take parcels of food and clothing to Marseilles for the civilian population.

The restocking of Greece with food from the Egyptian market, or with goods coming from Switzerland via Venice and the Piraeus, was effected for the most part in Swedish bottoms.

Relief parcels from Cairo, sent to the Joint Commission by the Australian and South African Red Cross, reached Europe via Trieste or Genoa. The I.R.C.C. delegation at Cairo was in charge of the forwarding of such goods.

As has been seen, the Joint Commission rarely obtained "Navicerts" during the war and could therefore seldom draw on American markets.

River Transport.

For transport of goods from the Balkans the Joint Commission was able to make use both of the barge service coming up the Danube and of the railways. These barges came from Bucarest, via the Hungarian and German frontiers, to unload at Ratisbon. From Ratisbon, where there were some large depôts, the goods were sent on by rail either direct to Belgium or to Switzerland, according to their destinations.

The carrying capacity of the barges allowed of very large quantities of goods being sent, and except in winter, when the freezing of the river brought navigation to a standstill, the Joint Commission was able to make considerable use of this means of transport.

Transport by Air.

In spite of its rapidity, air transport was very little used by the Joint Commission, even in cases of extreme urgency, as it was so costly as to be out of the question.
Only in the case of medical supplies, which were small in volume though of great value qualitatively, and when it was a question of life or death for the sick for whom such stores were destined, was recourse had to air transport. For instance, in one case of a child, suffering from Herter’s disease, who could eat nothing but bananas, a consignment of this fruit was sent by air post from Lisbon to Belgium, and this helped to cure the sick child.

* * *

Generally speaking, the Joint Commission’s relief goods were sent by rail. This choice was justified by the fact that free transport by rail was available. This means of transport, moreover, avoided difficulties of transhipment and enabled the Commission to reach all the principal centres up to the end of 1944.

The use of “set trains”, of which all the wagons were sealed by the Customs before departure and which were securely locked, rendered transport secure. An additional safeguard was the presence on the trains of convoy officers.

As opportunity permitted, the Joint Commission also used other means of transport, when these proved available, but this involved payment. Choice was made of lorries or air transport when rapid transport was essential, or of boats and barges, when no other means were available.

Frequent experience showed clearly that efficient relief action depended to a large extent on efficient transport. Many a time, when coping with constantly recurring difficulties, did the Joint Commission wish that it had at its disposal rapid and independent means of transport. There is little doubt that its work would have been much lighter and relief work performed more rapidly, if the Commission had had at its disposal a reserve stock of well-equipped lorries, a numerous staff of competent drivers, and passes recognised by and valid in every country. But the Red Cross Organisation, although its work was to bring relief to the civilian populations of the greater part of Europe, never had the means necessary to realise its plans.
5. **Insurance.**

Unless the donor was not willing, all relief consignments, either sent to or despatched by the Joint Commission, were insured against all risks.

Although the premiums covering war and theft risks had risen considerably, keeping pace with the greatly increased chances of loss, the goods were too valuable for the Joint Commission to be parsimonious in this respect.

Insurance policies were taken out in the currency of the country from which the goods were sent, *i.e.*, for the most part, in Swiss francs.

Losses were very few and, generally speaking, were all covered by the Swiss insurance companies. In the course of six years' activity on the part of the Joint Commission, the insurance companies paid amounts in indemnity totalling Sw. Fr. 2,560,596.40.
 RELIEF REQUIRED

At the time of the constitution of the Joint Commission in 1941, its aims were fixed by its Statutes, viz. to supply relief for civilian populations, in particular women and children, who were war victims.

At that time, the countries victims of the war to which the Commission could extend aid were relatively few. In point of fact, during the first two years of its existence, the Commission worked mostly in aid of Belgium, France, Greece, Poland and Yugoslavia. But, as the war area spread, so the number of distressed countries increased, while the needs of those first affected became even more acute.

Indemnities due, the upkeep of Occupation troops, and the rigour of the blockade, together with requisitioning of goods and manpower, caused the food situation of the occupied countries to grow steadily worse. Persistent and prolonged under-nourishment caused malnutrition diseases, and the death rate rose as a result of the wretched living conditions in the devastated areas, together with the gradual disappearance of all means of preserving cleanliness.

At the end of 1944, after the Western countries were liberated, it became possible at last to find out to what extent the Occupied countries had been stripped. The general situation had been aggravated by the damage done in the last phases of the fighting. The tragic state of the Netherlands, which was reduced to famine conditions for several weeks, was a striking example of the fate with which millions were threatened. After the Channel towns and the disaster of the Belgian Ardennes and the French Vosges, came Italy’s turn.

Finally, even the countries from which the Joint Commission had so many years obtained supplies were affected.

In 1945, an appreciable trend towards the East could be observed in the supply of relief. In 1946, it was to Germany, Austria,
Hungary, Poland, Yugoslavia and Italy that the first relief trains went, up to the moment when Rumania, which had been ravaged by drought, in its turn called for help.

This brief account gives the broad lines along which the activities of the Joint Commission developed.

* * *

Although, during the first two years, it had been the countries of Western Europe which, together with Greece and Yugoslavia, received relief, these countries were not forgotten when other countries were added to the list of those receiving aid. Quite apart from the increasing amounts of relief goods sent out, the Joint Commission was able also to spread relief over a much wider area, as need arose and opportunities of assistance presented themselves.

Before everything else, medical supplies were in most urgent demand. As has been seen in Chapter IV, these requirements were those which the Joint Commission found it easiest to satisfy.

The most urgent case was that of the refugees who had fled from their homes before the advance of enemy armies and had travelled many weary miles before ending up in the centre or in the South of France. These refugees were literally denuded of everything. The enormous army of refugees comprised babies, the old, the young, women of all ages, weakened by fatigue and privations, the easy prey of deadly epidemics. The most urgent of the cases had to be dealt with at once, until the refugees could be settled in various parts of the country or repatriated.

In the occupied countries, rations became smaller and prices mounted. Objects of everyday usage, such as knives, plates and electric light bulbs, were soon irreplaceable. During the period when nightly air attacks caused destructive fires, clothing soon became unobtainable.

Constant requisitioning by the enemy began to show its effects in all branches of the economy, including food and industrial goods. Reserves of, e.g., provisions, textiles, leather and raw materials of all kinds were exhausted, while to the normal demands were now added emergency requirements.

Food shortages were not only felt in connection with rationing. Certain goods could not be obtained even against ration cards. The quality of goods degenerated. Chronic under-nourishment,
from 1940 onwards, caused an increase in the incidence of tuberculosis and diseases due to malnutrition. Invalids, unweaned babies and old people began to die off.

Appeals then began to come in from the bombed towns. A single squadron of aeroplanes could in a single night cause devastation with which ten relief operations could not adequately cope. From all sides came sad stories of the "completely bombed-out"—of those who had saved nothing but their lives overnight and also were left without clothing, furniture or linen, sometimes even without the tools of their trade.

Destruction of electricity works or of railway junctions aggravated the wretched living conditions of the city populations. Shortage of coal and soap contributed to cause disease, as it was no longer possible to maintain even the most elementary standards of cleanliness. Skin diseases, such as the itch and impetigo, became widespread.

Crushed with anxiety, never knowing what the next day would bring forth, millions of human beings suffered for long years from hunger and cold.

When the fate of grown-ups was so hard, what could be said of the children?

For the greater part of the population, the birth of a child was a source of appalling anxiety. Where was a layette for the baby to be found? How could the child be provided for during the first difficult months of its life, when so many things were needed? Home resources were soon exhausted. Baby clothes were unprocurable. Milk was scarce and often of poor quality. Baby foods disappeared from 1942 on; rubber teats for feeding-bottles were no longer obtainable. Dysentery during the summer months, and bronchitis in winter played havoc among unweaned babies.

Older children, no matter what sacrifices their parents made for them, had only an insufficient and badly balanced diet, which bore no relation to their normal physical requirements. Constant air raids shattered their nerves. In many cases, the unhappiness and sense of insecurity was increased by the arrest and deportation of their nearest and dearest.

As time went on, they needed new clothes; this was a serious problem for anxious mothers, who were hard put to it to find a solution.
The worst burden fell on mothers of families. Every day saw them standing for hours in long queues to get their rations. The upkeep of the home and the mending of clothes and shoes was an ever-increasing and never-ending labour. Many a time observers noted that, even if the children appeared not to have suffered unduly, the mothers themselves seemed to be utterly worn out.

Years passed and conditions grew no better. War was not the only calamity; there were droughts which destroyed the crops or heavy frosts which rotted the potatoes stored away in cellars. And so it went on. The war destroyed houses and burned down factories, while deportations emptied the countries of their denizens.

The general distress was more obvious among urban than among rural populations. But in the devastated areas, the peasants, whose farms had been destroyed, whose fields had been ruined by the passage of tanks, and whose cattle had been killed in the course of the fighting, fell into a condition of destitution even more tragic than that of the town-dwellers. Relief, which could be supplied in bulk to towns, was more difficult to apply to country dwellers.

Villages were wiped out by the dozen in Holland, Belgium, Poland, France, Yugoslavia and Greece, and their inhabitants were reduced to living in cellars. They had lost all the tools of their trades, and they were powerless to prevent their unploughed fields from returning to a state of nature.

In South-east Europe, in Yugoslavia, for example, certain districts changed hands four or five times during the battle for liberation. Each time the area was re-conquered its latest state was worse than the first. The population ebbed away from the front line into a temporarily safer part of the country, and wandered about in search of some new retreat which within a few weeks became in its turn untenable.

In Montenegro, drought had caused famine over wide areas, to such an extent that the inhabitants of many villages were living on the bark of trees. In other parts, since there were no horses, they were actually compelled to harness themselves to the plough, since their only hope lay in the crops they could raise on their land. In other districts, the peasants were entirely without clothing and, so as not to expose their nudity, used to steal out at night from their hiding-places to till their fields.
Restrictions of all kinds, the dispersal of populations, and bad living conditions, increased the incidence of disease, and caused the hospital situation to become increasingly difficult. The situation went from bad to worse up to the time of the liberation, and certain countries are still suffering from the effects of war conditions.

The shortage of medical stores mentioned above was soon followed by failure in supplies of catgut, surgical instruments and sanitary apparatus of all kinds, such as syringes and thermometers.

Bandages also were everywhere in short supply. In Yugoslavia, from 1942 onwards, there was a Black Market in Belgrade, on which the bandages required for a single operation cost as much as 15,000 dinars — a sum equal to two months' salary of a Minister. Heating for the operating theatre was an extra.

In France, not long after the liberation, big hospitals in Paris had no more than a few syringes at their disposal, although they were dealing with cases which required dozens of injections every day.

It will be obvious to what an extent the swift despatch of medical supplies to hospitals enabled doctors to carry on with their work, and what a very present help was thus afforded to the entire population of a given community or district. Supervision of such supplies could easily be carried out from time to time by a delegate of the I.R.C.C.

* * *

But even in the most abject distress there are degrees of suffering. Apart from the general population, certain groups lived in exceptional circumstances. There were thousands of orphans with no one to look after them, whom it was essential to try to assemble together in "homes", even when all supplies were completely lacking. In East and South-east Europe, in particular, there were children who had been abandoned, or who had become orphans while they were still babies, and whose birthplace and parents were unknown. There were young vagabonds, who had deserted their homes and organised themselves into little bands, and lived by theft or begging, thanks to the disorganisation caused by the war. There were also the many Jews victims of persecution. There
were deportees in concentration camps, who lived in an inhuman world of scorn and cruelty, with no means of support, and no rights as human beings.

Appeals for help came in from all over the place. One may well imagine how great was the need for aid.

The Joint Commission could satisfy only a very small proportion of the urgent needs of the civilian population, properly so called. The Commission had, first of all, to try to distinguish essential cases from the less urgent, the possible from the impossible. Taking good care never to impinge on the sphere of action of the official organisations, it dealt in the first place with the weakest—children, women, the sick and the aged. But its resources were so modest that it had to concentrate on those cases where it was possible to give indispensable assistance lasting if possible for a given period.

The greater part of the Commission’s resources went towards supplying special extra food for children. In agreement with the donors, the Commission helped to assume the upkeep of “homes”, as well as of school canteens, holiday camps and hospitals.

Help was also given to young mothers and to pregnant women, as this meant safeguarding the younger generation.

The Commission did its best to keep them in health by supplying essential foods, such as vitamin products, which have high food value in a small compass. It also came to the assistance of those in danger of death, e.g., diabetics, to whom insulin was supplied. It was able to supply relief organisations with rare and indispensable pharmaceutical supplies, but this, as has been seen, was achieved only with great difficulty.

The Commission also helped to mitigate the effects of famine in the more accessible regions of Greece, the Netherlands, Germany, Austria and Hungary. It would have had to have very much ampler means at its command in order to deal adequately with the entire populations of the various countries. For this reason, it was compelled to limit its activities, in order that they should not fail of their effect owing to an attempt to carry out relief on too widespread a scale. Its sphere of action was strictly confined to certain very definite categories of recipients.

During the war years, in the course of distributing and allotting relief, the Commission acquired experience which proved most useful when, after the capitulation, the terrible distress caused by
the war and the occupation became apparent in its true proportions. It was then able in a single year to distribute three times as much relief materials as in any one of the preceding years.

At the end of 1945, M. Robert Boehringer, administrative delegate of the Joint Commission, published a tabular statement showing the situation in Europe, based on accounts given by travellers and eyewitnesses, newspaper reports, and statements made by relief organisations.

A few examples taken from this publication are given below.

In Albania, 19,200 houses had been destroyed — a very high proportion in a country of no more than a million inhabitants. The area between Tirana and Durazzo had been completely devastated. Cattle were greatly reduced in numbers, and at least a third of the population was without clothing or footwear.

In Germany, in addition to destruction of all kinds, lack of food, textiles and medical supplies, and the division of one economic unit into several Zones, there existed the problem of refugees, both native and foreign.

At the Conference of Berlin, it had been decided that Germans living in Poland and Czechoslovakia should return to Germany. This decision resulted in a change-over of populations comprising about 12 million human beings, of whom the greater number had already been driven from their original homes. This mob of refugees spread in confusion over the areas between the Oder and the Elbe. The districts which had been chosen to receive them were unable to support this crowd of immigrants. They had to steal in order to live, and what they stole had to be taken from people who had already themselves not enough to eat. It is impossible to form any idea of the numbers who perished from exhaustion, hunger or disease.

These uprooted masses wandered along the main roads, famished, sick and weary, often covered with vermin, seeking out some country in which to settle. Wherever they appeared, they were passed on, now in this direction, now in that. Take as an example the case of a man and woman who were expelled from Silesia. They got as far as Mecklenburg, where they received official instructions to return to Silesia. The man returned to his cart and placed his wife in it since she could no longer walk. They then returned to Silesia. No sooner had they arrived than they
were once more ejected. They finally reached Berlin, physically and psychologically broken, unable to move another step. The poor wretches had spent three and a half weeks on the roads.

Take also the case of the children. On 27 July 1945, a boat arrived at the West Port of Berlin which contained a tragic cargo of nearly 300 children, half dead from hunger, who had come from a "home" at Finkenwalde, in Pomerania. Children from two to fourteen years old lay in the bottom of the boat, motionless, their faces drawn with hunger, suffering from the itch and eaten up by vermin. Their bodies, knees and feet were swollen — a well-known symptom of starvation.

There the boat floated on the calm waters with its appalling load . . . and nothing more!

The situation of the population who remained in their homes was not less tragic. At Dresden, in the Russian Zone, where 275,000 people were reported to have been killed during a bombing attack which lasted three-quarters of an hour, there were 200 suicides every day, and the inhabitants were using the bark of trees for food.

Throughout most of the Province of Brandenburg, the only food obtainable was bread and flour. In the district of Spremberg, during a period of four weeks, the inhabitants received only two and a half kilos of potatoes per person. No distribution of fats had been possible during the whole month of May in the greater part of the country. There were only fifteen milch cows for the whole of Frankfurt-on-Oder. In the district of Rathenow, out of 120 infants, 80 perished. In several villages in the Ruppin area, 41 deaths were registered out of the 45 births during the month of July. The death rate was constantly going up.

At the end of September 1945, at the end of a period of four weeks, a ration of meat just sufficient for one meal was distributed in the American Zone of Berlin. Every seven or eight weeks a ration of about one pound of vegetables per person was supplied. There was practically no milk. In April 1945, mortality among infants reached 65 per cent. Many thousands of bodies were buried under the ruins.

Throughout Berlin there was a lack of insulin, ether, sulphonamides and bandages.
In the British Zone, the housing shortage was aggravated by the arrival of repatriated Germans and of refugees from the East. Hamburg, although half destroyed, still had 1,300,000 inhabitants as against 1,700,000 in 1939. The hospitals needed 15,000 beds and bedding in proportion. The death rate among children of from two to five years of age was tripled.

At Essen, 95 per cent. of the houses had suffered damage, while 4,000-5,000 repatriated persons entered the city daily.

At Frankfurt-am-Main, in the American Zone, 14,000 houses out of 45,000 had been destroyed, besides 10,000-12,000 which were unfit for habitation. Nevertheless the population rose from 236,000 in April 1945 to 325,000 in the following August.

Pforzheim had been completely destroyed in one night; 20,000 of its 85,000 inhabitants had completely disappeared, 6,500 had been buried, and 6,000-8,000 were still lying under the ruins.

There was a universal lack of beds, mattresses, household utensils, clothing and footwear, and scarcity of food was widespread.

In Austria, the situation was most serious in Lower Austria, Vienna and the Steiermark. The division of Upper Austria into two parts made exchange of goods impossible. Venereal disease was greatly on the increase. There was a serious lack of textile goods throughout the whole country. At Salzburg, the last clothing ration cards had been issued in the summer of 1942, and even then it had not been possible to utilise them. It was two years since any authorisation had been issued for the purchase of footwear.

There was an almost complete lack of soap and medical supplies.

Bulgaria, in common with all the countries of South-east Europe, had suffered from the drought in the summer of 1945. There was not only a housing crisis in the capital, which had been badly damaged, but also difficulties of food supply. There was a great scarcity of raw materials and of finished industrial products such as textile goods, footwear and medical supplies.

In September 1945 it was reported that Finland had supplies for only another two months. Ration cards could not always be honoured. There was a very great scarcity of textile goods and footwear. Cotton and woollen materials having entirely disap-
peared, sheets were being made out of paper. Medical supplies and coal were unprocurable.

In France, bread rationing, which had come to an end, had to be reimposed. Transport difficulties hindered the distribution of foodstuffs, especially in the larger towns. Throughout the country, as a result of under-nourishment during the preceding year, tuberculosis was spreading in the larger towns and in "one-crop" districts. Deaths from tuberculosis were quintupled and it was particularly noticeable that a form of galloping tuberculosis was carrying off children in a few days.

It had so far been impossible to start repairing houses and buildings owing to lack of raw materials. But such work as the reconstruction of bridges had been carried out as rapidly as possible.

The relief goods of all kinds which were sent to Greece, whose situation during the war had shocked the whole of the world, were only just sufficient to keep the population at subsistence level.

 Destruction in Greece had been exceptionally widespread. Forests had been wiped out, and bridges, railways, shipping and ports had all suffered. More than a million inhabitants were homeless. There were 400,000 cases of tuberculosis, two and a half million malaria cases, and many victims of itch. About 200,000 children had been deserted and were in a state of destitution, while at least 1,000,000 were under-nourished.

The situation of unweaned babies and young children in Budapest was appalling. During the siege of the town, half the population had lived in the cellars, and there was heavy mortality among children of under a year. Since then, it had been found possible to get infant mortality down to 23 per cent, a figure double that of the year 1942.

The number of babies in Hungary was estimated to be about 150,000, of whom 100,000 needed layettes. One million children between one and fourteen years of age had no shoes or clothing.

Poland was in the same condition. The towns of Kielce, Bialystock, Poznan and Gdansk had suffered heavily. In Warsaw, 600,000 people were still living among the ruins. In this city alone, 70,000 children were supported out of public assistance. The price of clothing was prohibitive. The itch and tuberculosis were raging. There was no soap available, and no medical supplies.
The death-rate from tuberculosis had risen to a high figure. In the hospitals, out of the 9000 beds available in 1938, only 2300 remained. Only 500 doctors remained out of the 2000 formerly practising.

These few notes give no more than a feeble idea of living conditions in the countries affected by the war, but they show clearly what enormous problems confronted the directors of the Red Cross institution, which had been founded for the express purpose of helping the populations of countries in distress. The immensity of the catastrophe was such as to outrun any possibility of coping with it. As a result of the rôle of helper which the Red Cross had assumed since 1941, requests for assistance were constantly being received, just at a time when its means of assistance were at their very lowest.

It will be seen in the next chapter, "Planning of Relief Schemes", what course of action the Red Cross decided on and by what means it endeavoured to make the best use of the resources at its disposal.
It has already been seen that, during the war, the Joint Commission most often received gifts for specified destinations. A thorough knowledge of the economic position in recipient countries was therefore chiefly necessary only in those cases where the Joint Commission had itself to purchase relief goods, since, in such cases, it was possible to make a choice of the most urgent and most useful products, or it could give donors advice on the most suitable type of relief goods to send.

Documentation.

In compiling its documentation, the Economic Service of the Joint Commission drew partly on newspapers, reviews and works on economics and statistics, and partly on information obtained direct from the countries in need of relief. It was, however, practically impossible to assemble any precise and complete documentation. The Library of the International Labour Office, which had at one time been put fully at the disposal of the Red Cross helpers, was now closed. Most of the newspapers and reviews which would have constituted an important source of information were either no longer printed or reached Geneva only rarely.

It was, therefore, necessary to call on the National Red Cross Societies for help, and above all on the delegations of the I.R.C.C. throughout Europe, in order to obtain information on conditions in countries devastated by war or occupied by the enemy. The I.R.C.C. delegates were especially well placed to supply the Joint Commission with relevant information, since they were in constant contact with the distressed populations. Moreover — and this is an important point — their reports could be relied upon for complete objectivity and impartiality.
The Joint Commission also received reports from many different relief organisations, as well as appeals from hospitals, asylums, "homes" and private individuals, the reports frequently giving useful indications of the needs of particular districts.

In addition, the Joint Commission often sent out, to the National Red Cross Societies, to delegates of the I.R.C.C. and to national relief organisations, detailed questionnaires covering many branches of the economy of the countries in need of relief: *e.g.* — the degree of devastation, the state of communications, health conditions, housing, the situation as regards crops and livestock, the density of population, districts which had been either evacuated or flooded with refugees, requirements in foodstuffs, clothing, medical supplies, lists of diseases chiefly prevalent, etc.

The same type of questionnaire was also supplied to the convoy officers, who were able to make useful observations during their trips, as well as to the agents of the Joint Commission who were sent on mission, and finally to all persons of foreign nationality who visited the Joint Commission before returning to their own countries.

Special enquiries were also undertaken, by means of questionnaires on specific problems, *e.g.*, as regards the need for certain medical supplies, or the spread of certain diseases.

**Details of Relief Projects.**

*Foodstuffs and Clothing.*

As soon as the arrival of a donation was announced, the Joint Commission was in a position as a result of the documentation already drawn up, and on the basis of a comparative study of the requirements of the various countries in need of assistance, to draw up a scheme for the distribution of the goods at its disposal.

Requests for food and for clothing were treated in the same way: in the first place, on a basis of statistical data covering the five years preceding the war, the average consumption in foodstuffs and textiles for each country had to be determined. It was obvious that a poor country like Albania suffered more severely from the effects of devastation than, for example, various other areas of Western Europe, since these latter regions had wider resources upon which to fall back. On the other hand, account
had also to be taken of the fact that the populations of Rumania or Yugoslavia, for instance, had a lower standard of living in peace-time than richer countries such as Belgium and France.

Once such a standard of comparison was established, it was then necessary to determine, by a series of approximate computations, what changes had taken place in these various countries since the outbreak of war or since occupation by the enemy. An attempt was made to assess the amount of destruction in each particular district requiring assistance, and to determine the existing situation as regards crops, cattle breeding, or industry, and to compare this information with the average of peace-time production.

With the object of estimating food requirements as closely as possible, statistics had, so far as possible, to be compiled according to the different age groups. An estimate had then to be made in terms of calories and vitamins.

It was necessary, however, to take into consideration any other source of supply intended for these war victims (e.g., U.N.R.R.A.), so as not to undertake relief work in countries which had already just received help, instead of assisting other areas which had as yet received no relief. There were also other factors to be taken into account in order to achieve the greatest possible equality in distributing relief. Thus, the state of communications and available means of transport were of great importance; it was useless to try to send goods into a country as long as trains were unable to reach their destination because of dislocation of communications. It was equally necessary to bear in mind the fact that certain kinds of goods, such as butter, fats and bacon, were extremely perishable. Goods of this nature sometimes reached Geneva only after considerable delay in transit, and had then to be sent on as soon as possible to some neighbouring country, since the goods would probably have perished if sent off again on a long trip.

An important factor was density of population. Air attacks, for instance, had necessitated many mass evacuations, and hordes of refugees swarmed over the countryside and swamped towns which in the ordinary course of events had a low population figure.

The political situation also, though to a less degree, was a factor which had to be taken into account, since it was inadvisable to send relief goods to a country which was passing through a
period of crisis, which might nullify all attempts to provide assistance by the authorities or relief organisations, who might, in such circumstances, be unable to distribute goods on an equitable basis.

To sum up, it is clear that as wide a knowledge as possible of the problems presented by the various countries in receipt of relief was necessary if the Joint Commission was to distribute goods in accordance with the genuine needs of each particular country, and to furnish the most efficacious assistance possible to the various distressed populations.

*Medical Supplies.*

From the moment it was set up, the Pharmaceutical Service of the Joint Commission received requests from all quarters for medical assistance. Bombed towns, hospitals, children’s “homes”, etc. requested help, often without giving any details of the medical supplies needed.

No statistics or previous experience could enable the Joint Commission to estimate the needs of a large town which had been badly damaged by air attacks, as regards, *e.g.*, the quantities of pharmaceutical products or sanitary goods needed. In such cases, the Joint Commission had to call on the National Red Cross Societies for definite and detailed information as regards medical needs in their respective countries. But the data thus obtained showed that the requirements of the various countries, far from being uniform, were on the contrary extraordinarily and almost embarrassingly diverse. The Joint Commission was therefore compelled to improvise a scheme and, since it had nothing definite to go upon, to make a selection from among all possible medicaments which both experience and medical knowledge indicated as being strictly indispensable, in order to assure proper medical treatment for a population without food or medicines, and in a state of dire necessity.

The result of this investigation will be found in *Materia Medica Minima* (M.M.M.), called later *Materia Medica*, which is intended to comprise all medicaments regarded as indispensable in the various branches of therapeutics. The *Materia Medica* also, so far as was compatible with its specific aims and objects, made due allowance for differing national preferences, since, in Europe there are considerable differences in therapeutic requirements as between
one country and another. The medicaments in common use in one
country may be almost entirely unknown in others.

The M.M.M. was of considerable assistance to those who applied
to the Joint Commission for help as regards the amount of medical
assistance required.

This highly original solution of the very complex problem of
supplying medical assistance deserves to be mentioned, since there
can be no doubt that its scope went beyond the type of assistance
normally afforded in war-time.
I.

DONORS AND BENEFICIARIES

1. General

The War Period.

It had been the Founders' intention that gifts in money or in kind which National Red Cross Societies the world over could collect in their respective countries should be sent to the Joint Commission, which represented both the I.R.C.C. and the League of Red Cross Societies. This was the object of the special appeal sent to all Red Cross Societies in November 1940.

The response to the appeal was, on the whole, disappointing, and receipts reached a total of barely 120,000 Swiss francs.

One may ask why an appeal addressed to practically all governments and Red Cross Societies in the world, and backed by the two great international Red Cross institutions should have met with so little success.

The appeal which was launched after the great migration which followed upon the events in Western Europe in May/June 1940 brought incomparably better results. But the striking contrast between the two appeals made within six months of one another is easily explained. In June 1940, the world was, politically and economically, in a comparatively flourishing situation, but this was not so in November. Moreover, so many and so frequent were appeals that they ceased to arouse much response.

This first experiment taught a lesson. Appeals made by letter were not satisfactory; in future they should be followed up by more direct methods such as the despatch of delegations to the spot, and enlisting the support of important individuals of high standing in their respective countries.

Furthermore, it soon became clear that donations which national Red Cross Societies might receive would be totally insufficient to provide for the tremendous needs of war-stricken populations, and would enable only a very inadequate response to be given to the
urgent appeals which the Joint Commission was already receiving from all over Europe. In these circumstances, gifts from charitable institutions other than Red Cross societies should also be accepted.

Besides the gifts already mentioned, the Joint Commission received in 1941 more than 900,000 Swiss francs from the French Red Cross, and about 7000 Swiss francs from the Australian Red Cross in aid of Greece, and 30,000 Swiss francs from the American Red Cross for Yugoslavia. But the total of all cash donations during 1941 was a little less than 20% of the entire funds of the Joint Commission.

During the same period, gifts in kind were received from the South American Red Cross Societies (vaseline from Chile, insulin from Argentina), from the Swiss Red Cross, etc.

An illustration of the difficulties with which the Joint Commission, when it first started, had to contend, will help towards a better understanding of the reasons which induced it to accept donations from societies other than Red Cross. The question was one of relief for the refugee camps in the South of France, referred to in the chapter dealing with the blockade.

When the British and French Authorities had agreed upon methods of distributing relief, and the Joint Commission had obtained assurance that "Navicerts" would be granted, the Joint Commission applied to the American Red Cross in January 1942, informing them that an agreement had been reached and suggesting that charitable institutions in the United States should co-ordinate their work of relief for refugees.

During a visit to the U.S.A. in the summer of 1941, one of the directors of the Joint Commission had an opportunity of discussing with the directors of the American Red Cross the steps taken to obtain "Navicerts" for shipments of food and clothing for internees' camps.

By cable dated 8 July 1942, the Joint Commission learned that the American Red Cross was not disposed to send to internees' camps in the South of France and North Africa relief other than that sent to the rest of the civilian population in unoccupied France. But they reserved the right to decide what percentage should go to the camps when shipments were resumed.

In reply to enquiries, the British Red Cross telegraphed, on 14 March, that certain charitable institutions had already under-
taken to send food to these camps, but that it was exceedingly difficult for the British Red Cross to organise the relief work contemplated, or to send out a general appeal in England, in view of the many obligations it had assumed in all theatres of war. The British Red Cross added that it was ready to give all possible assistance in making known the needs of these camps, to those interested both in England and overseas, stating that communications should be addressed direct to the Joint Commission. Finally, the British Red Cross stated that it would send clothing to these camps at the request of relatives of interned civilians.

The Joint Commission was fortunate in securing the collaboration of various charitable organisations, such as the Union O.S.E., the Oecumenical Church Council, the Swiss Federation of Israelite Communities, the "Aid to Emigrants" Society, as well as the Swiss Medical Association, manufacturers of pharmaceutical products in Basle (which contributed very effectively in supplying medicaments), tobacco factories and the American Society of Friends, whose gift of 50 tons of clothing was greatly appreciated by the refugees.

In 1941, the Joint Commission also received numerous gifts from Relief Committees, religious, ethnical, philanthropic, etc., and from social organisations, industrial firms and even private individuals. All gifts were accepted without discrimination of person, race or religion, in so far as they did not screen any business transaction. Among the most important may be mentioned the Secours d'Hiver Belge (Winter Relief for Belgium) the Co-ordination Committee for Supply of Food to Belgium (CCRB) to which we shall refer later on (3,700,000 Swiss francs), the Greek War Relief Association (25,000 Swiss francs), the "Royal Yugoslav Committee" (50,000 Swiss francs), etc.

Further, although donors at first merely entrusted the handling of relief parcels in transit to the Joint Commission, they very soon found it advisable to ask the latter to purchase food, clothing and medical supplies on their account in the open market for distribution to the destitute. At the end of 1941, the amounts received by the Joint Commission totalled 5½ million Swiss francs.

In 1942, the Joint Commission's work continued to increase. Funds from all sources amounted to over 13 million Swiss francs.
The total weight of relief supplied during 1942 amounted to 7500 tons, as against approximately 2500 tons in 1941. But these figures only take into account supplies purchased with funds made available to the Joint Commission, and the quantities are small in comparison with those sent from overseas. In actual fact, the release and transfer of funds to Switzerland from overseas was an increasingly rare occurrence, and there was a growing inclination to send goods instead. Furthermore, a large amount of relief in kind was sent to the beneficiaries direct without it passing through Geneva. The following cases may be mentioned:

(a) shipments from Turkey, the U.S.A. and Canada, for Greece;
(b) medical supplies and food from U.S.A. for Norway via Sweden;
(c) cod-liver oil from South Africa to Greece via Egypt;
(d) 3000 tons of food from Turkey to Belgrade;
(e) food from Lisbon to Brussels.

When shipments passed through Geneva, the Joint Commission took delivery, checked and sent the goods forward to destination. In this connection, the Joint Commission's work was similar to that of the Relief Division of the International Committee. As, for instance:

(a) the despatch of 36 000 kgs. of medical supplies from the Commission for Relief to Poland in the U.S.A., to Cracow;
(b) 35 600 kgs. of medical supplies from the U.S.A. to Belgium;
(c) 5600 kgs. of medical supplies from the U.S.A. to France;
(d) two shipments of medical supplies (totalling 2601 kgs.) from England to Serbia;
(e) medical supplies to Holland: these were needed, but were unprocurable in Europe at the time, so were purchased in the U.S.A.;
(f) despatch of necessary medical supplies to Lithuania. These came from London since no funds were available in Switzerland.

During 1942, it may be remembered, the Joint Commission began to receive considerable donations from national Red Cross Societies in exile, such as the Netherlands Red Cross in London, which sent about 400 000 Swiss francs to Geneva.
The year 1943 produced 41 million Swiss francs, the maximum the Joint Commission received during the war. Furthermore, the total quantity of goods re-forwarded by the Joint Commission during this year was approximately 22,700 tons. Notwithstanding the fact that hostilities were increasing in intensity, and also the tightening of the blockade on goods and finances, the Joint Commission managed to distribute relief to an amount double that of the previous year.

The year 1944, on the other hand, showed a considerable falling off in gifts of money (23.4 million Swiss francs) as well as in the volume of goods in transit (8,000 tons approximately). The general trend of events, the disorganisation of transport, a prospect of some change occurring in the food situation in some countries which had been the theatre of war, caused donors to hesitate, and the Joint Commission had no opportunity of rendering service to all the war-stricken countries which may have been in need of assistance. Towards the end of 1944, the Joint Commission’s rôle as forwarding agent practically ceased altogether.

The Post-war Period.

The year 1945 was not only the year of capitulation, but was also a year of complete disorganisation of communications. Doubts began to arise as to the possibility of maintaining the Joint Commission’s work in its existing form. Gifts of money were considerably on the decrease (15.7 million Swiss francs) and the year saw another marked displacement of the centre of gravity in the work of relief. The countries of Western Europe, to which the energy of the Joint Commission had been especially devoted throughout the war, no longer needed assistance to the same extent as hitherto. Belgium, France, the Netherlands and Norway, which for many years had been the principal beneficiaries, ceased, either completely or partially, to call upon the Joint Commission for relief, and even withdrew the balance of the funds — in some cases, considerable — still standing to their credit in the accounts. These sums were withdrawn either because the countries preferred to purchase direct, because they needed the money for other purposes or because the food situation in their own country had sufficiently improved to render relief superfluous.
The Joint Commission's activity in Western Europe was therefore limited, with a few exceptions, to forwarding relief in kind provided principally by the Don suisse.

On the other hand, the Joint Relief Commission's attention was drawn in an increasing degree to the often critical situation of the Central and South-eastern European countries. And in addition to these problems there was the problem of Germany to be considered. When the capitulation was signed, the Joint Commission's outlook, as it had invariably been, was strictly humanitarian — ignoring political motives and considering that its duty lay in bringing relief to war victims in the defeated countries.

Unfortunately, it was extremely difficult at the outset to get together sufficiently large funds for Germany, Austria, Hungary, etc. Nevertheless, a series of minor operations was soon launched, with the help of donations, principally from private sources, in Switzerland. Later on, much larger sums were collected and, among these, the proceeds from a collection made in the German camps in the U.S.A. should be mentioned.

As regards the countries of Eastern and South-eastern Europe, the Joint Commission unfortunately had no large funds available to embark on any large-scale relief which it judged expedient. Contrary to the circumstances existing during hostilities, the war victims of occupied countries received no financial support from their governments in exile, as did the Belgians, Dutch, Norwegians, Greeks and Yugoslav, etc., on whose behalf the Refugee Authorities in London had entrusted the Joint Commission with considerable funds during the war, thus making it easier to organise relief. The Red Cross had, perforce, to apply to private groups whose means were limited, and who were faced with all manner of obstacles and restrictions, especially in the matter of transferring funds.

Moreover, after the end of the war, there was a noticeable increase in the number of relief operations. This involved a certain dispersion and even a complete break-up, which in turn resulted in more work for the Joint Commission's various services. Numerous welfare societies had sprung up everywhere, in Switzerland as in other countries; many of them appealed to the Joint Commission to make purchases involving sometimes only a small expenditure (a few thousand or even a few hundred francs), or to arrange transport and export of goods in kind obtained from
collections and weighing only a couple of hundred kilogrammes. All this of course considerably increased the general expenses, and was not counterbalanced by an equivalent increase in receipts.

Should such appeals be turned down, and only fairly important business be dealt with? The directors of the Joint Commission judged it inexpedient to adopt a negative attitude. Refusal might result in absolute chaos along the whole life-line of relief, and consequently, many months’ inevitable delay. For this reason, knowing how urgent was the need in the devastated countries, the Joint Commission did not hesitate to assume heavy responsibilities, working sometimes at a loss in order to satisfy the demands made upon it and to send relief to the suffering.

Thus it happened that in 1945 donations began to decline (15.7 million Swiss francs). At the same time, the Joint Commission’s work as transit agent had practically ceased altogether, until, in the autumn, it revived on receipt of certain big gifts from the Irish Government and the Irish Red Cross, and from the South African Red Cross Society. We shall have occasion hereafter more fully to discuss these donations and those of the Australian Red Cross. It is interesting, however, to recall that a visit which one of the Joint Commission’s collaborators made to Dublin in the summer of 1945 resulted in the Commission’s receiving the first Irish donation (i.e., one-fifth of the total Irish donation for 1945 in aid of war victims in Europe). The amount of this gift was further increased after the Secretary of the Joint Commission had personally approached the Irish Government in October 1945. Large gifts in kind from the Australian Red Cross also resulted from contacts between the Joint Commission’s collaborators and the Australian representatives in London and Geneva. These illustrations will serve to show how important was the rôle of the special missions undertaken by the Joint Commission’s collaborators in search of donations.

In 1946, the Joint Commission’s activities were again on the increase. War work gave place to reconstruction; problems concerning transport and communications showed little sign of improvement in Europe. The total amount of funds received was double that of 1945 (30 million Swiss francs). Furthermore, the Joint Commission continued to receive important gifts of goods. Thus, at the beginning of the year, following the I.R.C.C. and the Joint Commission’s
collaborators’ visit to South Africa, the South African Red Cross decided to earmark 850,000 Swiss francs for the purchase of relief to be distributed under the Joint Commission’s supervision. Help from Australia continued to arrive regularly. The 1945 share-out of the Irish donation which took place over the first few months of 1946—to which must be added transportation and distribution of the whole of the Irish donation—represented more than 20,000 tons of merchandise, valued at about 70 million Swiss francs.

Relief sent by the Don suisse, the American Joint Distribution Committee, the Irish Red Cross, the Egyptian and Turkish Red Crescent, and a host of other donors, greatly added to the work of the Joint Commission until the decision taken at Oxford suddenly put an end to the fresh spurt given to this organisation since the end of 1945.

2. The Donors

As has been seen, the donors can be divided into two main categories: (a) those representing the Red Cross, i.e., the national Red Cross Societies, international Red Cross institutions and (b) donors other than Red Cross, i.e., governments, charitable, religious, social ethnical or other societies, industrial and business firms and private individuals.

Red Cross Organisations.

(i) National Red Cross Societies. From 1941 onwards, two very different kinds of work were undertaken by the national Red Cross societies: (a) The Joint Commission received from Red Cross Societies which had not been involved in the fighting, gifts for the starving populations in the fighting zones. Such gifts were either destined for specified countries or could be used by the Joint Commission according to necessity; (b) The Red Cross Societies of certain countries in enemy occupation put funds at the disposal of the Joint Commission so that food and medical supplies which they lacked might be sent them.

In the first category there were, e.g., the Turkish Red Crescent and the Swedish Red Cross, which were able to send food from Turkey and Sweden—countries where the food situation was still normal—to Greece, Yugoslavia and Holland, where there was a
scarcity of everyday necessities. From the other side, the Australian, Japanese and other Red Cross Societies put funds at the Joint Commission’s disposal for the purchase on the open market of relief for the devastated countries.

In the second category was the French Red Cross, which was anxious to help its own country and yet was unable to do so because the necessary relief was unobtainable on the spot. The French Red Cross put considerable sums at the disposal of the Joint Commission for feeding the destitute in France. Mention should be made of the Belgian Red Cross which, with other societies, took part in a widespread mutuel relief scheme in aid of Belgium by making available sums with which the Joint Commission was charged to purchase food and medical supplies in those areas where goods could still be procured. After the capitulation, the Rumanian Red Cross also sent funds to the Joint Commission for the purchase of medical supplies for the Rumanian people.

Among the many Red Cross activities, special mention should be made of the National Societies in exile which, with their country’s government, also in exile, were able to put at the Joint Commission’s disposal, sums, often very large, for giving increased aid to their compatriots who had remained on the continent.

First the Netherlands Red Cross in London, then the Belgian, Greek, Yugoslav, Polish and Norwegian Red Cross Societies, managed to take similar action through their representatives in Geneva.

But, as already stated, after the end of the war, the national Red Cross Societies in Europe sent only insignificant sums to the Joint Commission. There were no longer governments or societies in exile who, because their native land was in enemy occupation, were compelled to utilise the Joint Commission as a medium for sending relief. Nay, more, the Netherlands, Norwegian, French and Greek Red Cross Societies even demanded the return of the funds standing to their account in the books of the Joint Commission. This was the end of one particular aspect of National Red Cross work.

(2) International Red Cross Institutions. From 1941, the I.R.C.C. and the League of Red Cross Societies had on many occasions instructed the Joint Commission to purchase and despatch
supplies in aid of civilian victims of war. As a general rule, when requests of this kind reached the I.R.C.C. and the League, they were sent to the Joint Commission, which undertook to deal with the technical side: e.g., purchase, transport, distribution. An outstanding example of this is the handing over by the I.R.C.C. to the Joint Commission of part of the proceeds of a collection from German prisoner-of-war camps in the U.S.A. for the relief of civilians in Europe. The special character of this gift will be dealt with in greater detail in a later section of this report.

Gifts from Other Organisations and Governments.

It has already been shown how, because of the insistent appeals reaching it from every side and because of the tremendous requirements of the devastated countries, the Joint Commission had been constrained to accept gifts other than Red Cross, although when it was set up, it was thought that the Commission would deal only with funds put at its disposal by national Red Cross Societies. The advantages of collaboration between a joint organ of the Committee and the League and organisations unconnected with the Red Cross were threefold:

1. **It was in the interests of the donors**, who found it helpful to purchase through the Joint Commission and so to ensure that purchases were made on the best terms, transport facilities secured, and transit expedited. Moreover, information given by the Joint Commission made it possible in certain cases to direct donors and to interest them in areas least favoured in the matter of relief. Finally, when distribution had to be undertaken by the Joint Commission itself, donors could be sure that supplies were shared out on their behalf to that section of the population most in need, and that the maximum supervision was exercised.

2. **It was in the interests of the beneficiaries**, who, through the medium of the Joint Commission, could count on rapid despatch without risk of loss or damage, or leakage into the Black Market. Furthermore, as the Joint Commission was sending relief, and not a general distribution of provisions, care was taken that the goods should not be incorporated in any government food scheme, but distributed as supplementary rations to the particularly destitute classes of the
population — i.e., children, women, the sick and aged. Finally, the collaboration and intervention of the Joint Commission often enabled beneficiaries to supply information regarding the situation in their respective countries, and so to facilitate the influx of donations which might otherwise not have materialised.

3. It was in the interests of the Red Cross, because relief forwarded under the protection of its flag enabled it more fully to carry out its humanitarian ideal. Furthermore, the medium of the Joint Commission was effective in ensuring the co-ordination of relief. It is clear that this co-ordination was not perfect, since a number of organisations other than Red Cross Societies carried on relief work direct, without recourse to an intermediary. However, the almost chaotic situation at the time would have been still worse had the Joint Commission not served as an avenue of approach.

Finally, the Joint Commission's appeals, and the masses of documentary evidence regarding requirements were instrumental in obtaining donations, and consequently, in saving lives.

Among the many different categories of donors other than Red Cross donors, special mention may be made of:

(a) Governments: The observations regarding the methods of national Red Cross Societies apply equally to Governments. Some Governments, that of Mexico, for instance, since they were spared the war, sent donations in aid of devastated and enemy-occupied countries. Others whose countries had suffered during hostilities, sent funds to enable the Joint Commission to organise relief work for their native land. Among the latter should specially be mentioned the Greek, Yugoslav, Norwegian and Dutch Governments whose headquarters were in London.

Work of both these types was carried on after the war by, first, the Irish and the Swiss Governments which, e.g., contributed to the feeding of a starving Europe and, secondly, by the Rumanian Government, which financed consignments of medical supplies for the Rumanian people.

(b) Charitable Organisations and other Societies, whose activities were often limited to a more or less wide class of civilian war victims; various kinds of philanthropic organisations, such as the International Child Relief Union, the European Students' Relief
Fund, the American Joint Distribution Committee, religious organisations such as the Oecumenical Church Council, Caritas, the Evangelisches Hilfswerk most of the Catholic churches, then Protestants, Adventists, Mormons, Quakers, etc., also national organisations such as the Hungarian Relief Committee, the Greek War Relief, the Belgian Winter Relief, the American Relief for France, etc., etc.

In many countries, relief committees were set up with a view to providing aid for the destitute population of a particular country or for a particular group of more sorely stricken people. The American Relief for France, for instance, the Inter-aid Committee for French Repatriated to France, the Greco-Swiss Association, etc.

(c) Private concerns: A number of private concerns sent donations in various forms, the simplest being for the particular concern to remit to the Joint Commission a certain sum or send a certain quantity of goods, with, or without, instructions for its use.

But it also happened that a factory, for example, sent the Joint Commission, as a gift, a certain percentage of the goods ordered by the Commission, which was thus enabled to build up stocks which it held at the disposal of the donors.

Finally, companies sometimes sent donations in the form of work carried out in the factories, i.e., they made no charge for the cost of manufacturing certain products ordered by the Joint Commission which had supplied the war material.

(d) Private individuals: Throughout the whole of the Joint Commission's activities, large sums of money were often sent regularly by private individuals.

It is easy to see how arbitrary and incomplete classification of this kind is likely to be. But it does give an approximate idea of the immense variety of donors who made funds and goods available to the Joint Commission so that its humanitarian work might be continued.

3. Beneficiaries

The Joint Organ of the Committee and the League was set up to carry out work in connection with aid to civilian war victims, particular destitute women and children. The Joint Commission
always endeavoured to accomplish its ordained task, notwithstanding restrictions which the belligerents often wished to impose. It should not be forgotten that the Joint Commission's work was not founded on any convention or agreement, and that it had constantly to negotiate direct, or through the I.R.C.C. or its delegates, with the authorities of the belligerents, in order that work of any real value might be freely carried out.

From 1941, the earliest relief operating was mainly in favour of Belgium, which had remitted large sums to the Joint Commission, and which had succeeded in unfreezing the huge credits which Belgium possessed in Eastern European countries where it was thus possible to make many purchases on Belgian account (See Chapter on Belgium, Part II).

It will be remembered that from the beginning to the end of hostilities, the gifts received by the Joint Commission were, practically without exception, assigned to special beneficiaries, and that besides the Joint Commission had no funds of its own. Now, gifts in cash for Belgium amounted at the end of 1941 to nearly 80% of the total funds received by the Joint Commission, which explains why Belgium was first in the list of beneficiary countries.

The general picture of the distribution of relief in Europe since 1941 is one which shows little modification during the early years of the war: thus, Western Europe received the greater part of the goods despatched by the Joint Commission (France, Belgium, the Netherlands), then came Norway and Finland in the North, Poland to the East, and Greece and Yugoslavia in the South. This was in proportion as countries were occupied by Axis forces. Certain deliveries of medical stores were also made to the Baltic countries.

In 1944, the year of the Allied landing in Europe, the fall of Rome and the liberation of Greece, a year also of disorganisation in the transport systems of Europe, the table showing the food situation in beneficiary countries began to vary considerably.

Belgium, which was liberated in September by the Allied armies, fell to fifth in the list of countries receiving aid from the Joint Commission. This body concentrated all its efforts for the next few months on helping Holland which, it will be remembered, was in a particularly tragic situation at the time. France, Poland and Norway were next to benefit in the great work of relief. But
consignments to Greece, Yugoslavia and Finland had considerably decreased. Finally, in 1944, there were shipments to Italy and Czechoslovakia.

But it was during the year 1945 that the centre of gravity of the relief of the Joint Commission really began to move towards the East. The reasons for this have already been explained. The Allies could feed the western liberated countries, whereas most of those in the eastern area were left to their fate. And the majority of them had neither Red Cross nor government in exile to finance supplies, as had Belgium, Greece, Poland, the Netherlands, etc.

Germany and Austria now headed the list of those needing relief, with Rumania, Hungary, Albania and Bulgaria. Poland and Yugoslavia were much weakened, and it was necessary to send them also adequate aid.

Large donations, the "Irish Gift", the South African Red Cross and the Australian Red Cross gifts, were put at the Joint Commission's disposal without any reservation whatsoever, so that food and clothing could be distributed freely in accordance with a plan agreed to by the donors, taking into account the needs of each country to which aid was to be given. It was at this time that U.N.R.R.A. began to develop its activities, and the Joint Commission endeavoured to co-ordinate its work with that of this important relief organisation, as well as with that of the Don suisse.

In 1946, the I.R.C.C. was authorised to carry on its work in the four occupied zones of Germany, as well as in Berlin, where a special occupation system of government was in force. Austria was in a similar position. In 1946, Yugoslavia, Hungary and Italy also received large consignments of food, clothing and medical supplies, as did Poland, Bulgaria and Rumania. Luxemburg, devastated by the final German counter-offensive, was helped by gifts which the Don suisse despatched through the medium of the Joint Commission. On the other hand, few consignments were sent to Czechoslovakia which had suffered less, comparatively, during the war. This year, too, Belgium, France and the Netherlands received only a few comparatively small donations, mostly from private organisations, except for sums from the Don suisse. Small consignments of medicaments were also sent to Finland.
It should be remembered that Finland never received much from the Joint Commission although its need was great. Lack of funds and transport difficulties had always greatly hampered the sending of aid to this country. The Joint Commission therefore left the Swedish Red Cross to take care of Finland, so that South-east Europe, which was not so far away, might benefit from any action the Joint Commission might take. Co-ordination between the Joint Commission and the Swedish Red Cross organisation's work of relief for civilians was thus more effective.

Donations.

A distinction must be made between funds and gifts in kind received by the Joint Commission.

1. **Funds.** These, as has been seen, came under two headings:

   (a) those for purposes specified by the donor who desired to send aid to a particular country, or even to an area or a group of people in that country;

   (b) those which could be used freely; these, unfortunately, were much more rare; the Joint Commission could use them to purchase food, clothing or medicaments and send the goods to the countries whose need was considered to be the most urgent.

   We have already seen, too, that the Joint Commission was often trustee for funds received from official organisations. It is more difficult, in this case, to speak of actual donations, since the utilisation of such funds was subject to certain conditions and the Joint Commission had to give an account of its employment. *(See Chapter on Funds).*

2. **Gifts in kind.** It often happened that the Red Cross was not required to purchase goods; they were supplied by a donor who either specified the country for which they were intended, or often even the beneficiary organ, or, on the other hand, left the decision to the Joint Commission. In the former case, the latter put its technical experience at the disposal of groups or persons who desired to send aid to war-devastated areas. Sometimes the services rendered by the Joint Commission were essential, sometimes they were merely useful. The donors were left to take
advantage of the technical services and facilities which the Joint Commission possessed. In some cases, organisations might have dispensed with the Joint Commission’s assistance, but the result would have been to delay transport and consequently increase the cost, the ultimate result being a smaller volume of relief.

In the second case, the donors remitted goods to the Joint Commission leaving them to distribute them to the best advantage. The Joint Commission drew up plans for distribution on the basis of their knowledge of the requirements, and endeavoured in most cases to consult the donors, submitting the plans to them in order to make sure that they complied with their wishes.

It is interesting in this connection to note that throughout the war the Joint Commission hardly ever received donations or gifts in kind for an undetermined purpose. In 99% of the cases, donors’ wishes had to be considered in purchasing the goods and in forwarding gifts in kind to a particular country. The case of Belgium need only be cited, where the Joint Commission devoted more than half the total volume of its relief, right up to the end of hostilities, to the purchase of food and medical supplies in Switzerland and in the Balkans, and to ensuring despatch of food from Spain and Portugal.

**Distribution and Control of Relief.**

The efficacity of the relief sent to war victims was necessarily dependent on the manner in which available goods were transported and distributed.

Careful preparation was therefore necessary and, in so far as was possible, nothing was left to chance. Care was taken to obtain information regarding the real needs of the country or area which it was proposed to aid, and concerning the food situation there. These needs were then compared with stocks available in the various European markets or overseas countries. The Joint Commission then proceeded to purchase goods, and find wagons or obtain shipping space, all of which operations often involved innumerable difficulties.

1. **Distribution.** Distribution of relief had to be organised in advance and the wider the distribution, the more complex was the
organisation involved. It could only be accomplished with the help of a large staff devoting its whole effort to solving the endless problems which constantly arose. A real administration was thus set up, prepared for any contingency, whose main concern was to control and supervise the distribution of relief.

Administration: The organisation necessary to carry on any relief work in aid of civilian war victims resulted in the creation of an executive body, varying with the political and economic situation of the country, the social standards of its population and their customs, the importance of which depended upon the nature and exigencies of requirements. These factors, of course, varied, so that the organisation of relief was often carried out on an entirely different plan in each area. In this inevitable diversity however, three types of organisation can be distinguished as follows, from the simplest to the most complicated:

(a) That in which the national Red Cross, or its temporary substitute, had the upper hand in organising relief, receiving consignments from abroad, dividing them amongst its committees, or those of other organisations, seconded by the I.R.C.C. delegate who assisted in the work of distribution.

Organisations of this description carried on their work mainly in France, the Netherlands, Poland and Serbia.

(b) That in which the national Red Cross Society carried on work parallel to other organisations, which necessitated the setting up of a co-ordination committee under the chairmanship of the President of the national Red Cross or other benevolents institution. It was this committee which received consignments from abroad and was responsible for distributing the relief. It had the support of the I.R.C.C. delegate, who also assisted in distributing relief.

This national co-ordination committee, working on the spot, was often seconded by another committee, set up outside the frontiers of the country to which relief was being given, which enabled nationals and friends of the country living abroad to render more effective aid. Liaison between this external committee and the country itself was thus assured by the I.R.C.C., by the Joint Commission or by the Red Cross of a neutral country.

This was the type of organisation found especially in Belgium and Norway.
That in which the work of national Red Cross societies and other mutual aid committees could not be effective without considerable relaxation of measures taken by belligerents responsible for economic warfare. Such leniency demanded a control calculated to give satisfaction to the belligerent Powers, and such a control could be carried out only by a neutral directing committee recognised by the belligerents, whose sphere of action was essentially diplomatic. A second committee, which received instructions from the first, saw to it that the technical services worked smoothly, took delivery of consignments from abroad, checked and distributed relief.

The delegates of the I.R.C.C. and those who represented the Red Cross Society of the government of a neutral country, were responsible for the work of these two committees.

It was this type of organisation which worked in Greece, for instance.

2. Control. Any large-scale relief work involved effective control, and of course, could only be carried out with the consent of the belligerents, and thanks to the donations put at the disposal of the Joint Commission. But the belligerents were not inclined to make the necessary concessions, and the donors would not grant subsidies unless they could be sure that relief would be distributed in the manner agreed upon, and solely to those for whom it was intended. The value of the entire executive body therefore depended to a large extent upon the efficient control which it exercised, upon which, as already stated, all relief work was based. Thus the deciding factors of the form which such control was to take were those which had had to be taken into consideration when the executive body was being constituted.

It can therefore readily be conceived how important a factor was the psychology of the people who were to be assisted.

The strictness of the control also depended on the kind of relief to be distributed. It was, of course, easier to control the distribution of oranges to school children than that of flour and bread to all the bakers in a city. In the first case, staff capable of carrying out distribution and control was supplied by the teaching profession who insisted, for instance, that fruit should be eaten on the spot. In the second case, almost everything had to be built up and the
essential control became so complicated that a special organisation was required to deal solely with that alone.

Sometimes there was a danger of fraud and monopoly, less on account of the nature of the goods than because they were the most coveted of all those usually distributed. Condensed milk was an instance of this in most countries during the war, and sugar in Eastern European countries after the war.

3. Distributing Organs. A study of the manner in which certain goods were distributed in the different countries of Europe, (e.g., sugar—bought with the first instalment of the Irish Donation—which was a most precious commodity in every devastated country on the continent) will exemplify the different methods of distributing and the organisation involved.

In Albania and Bulgaria, for example, the "Irish Donation" sugar was sent, in the first place, to the national Red Cross Societies of these two countries, and was deposited in their own warehouses. Then these two Red Cross Societies undertook to distribute it direct to inhabitants, children's homes and orphanages, while the Bulgarian Red Cross not only itself supplied the homes, retreats and sanatoria, clinics, anti-tubercular dispensaries, etc., but also sent a large part of the gift to official organisations such as the Ministry of Public Health, the Ministry of Social Assistance, the Ministry of War, etc., all of which in turn enabled many children's homes, more or less dependent on the State, to benefit (e.g., war orphanages). The Red Cross Societies were in fact at the fountain-head of sugar distribution throughout the country.

The opposite method was that used in Austria and Hungary. In the former, at Vienna, for instance, it was the Ministry of Food which distributed sugar to individual homes or to peoples' kitchens, in close collaboration with the I.R.C.C. delegation. In Hungary, the I.R.C.C. delegation handed the sugar over either to official organisations (Department of Public Health, the Town Hall of Budapest, for instance) which then distributed it to the needy, either directly to homes, hospitals, clinics or reception centres or, lastly, to charitable, religious, official or private organisations, amongst which was the Hungarian Red Cross. Here, then, the national Red Cross Society was one of many distributing organs, on the same footing as a number of other relief societies.
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io rgan is atio ns: th e c hildren b r o u g h t a t i c k e t w henever th ey t o o k 
a meal in th e p o p u la r k itch ens. T icket s b y th e h un d re d w ere 
affix ed to c ards s en t to th e I.R.C.C. d elegation. In a d d itio n , th e 
D istrib u tio n C en tre d rew u p d etailed l ists of th e n am es o f c hildren 
f ed. F in ally, e a c h c ant e en w a s r eg ularly c o ntrolled b y rep re se n ta- 
"C entral A d m in istratio n fo r d isplaced p erso ns”, w as e n tru sted w ith th e I rish sug ar a fte r th is 
o rg an isatio n h a d u n d e rt a k e n to s e e th a t c h a rita b le in stitu tio n s, 
with o u t d ist in ct io n , w ould b e g iven th e sug ar fo r d istrib u tio n
exclusively to children. This Administration was furthermore responsible to the Russian Authorities and the I.R.C.C. for distributing supplies.

In Yugoslavia, the Irish sugar was entrusted for distribution to the various Yugoslav Red Cross Committees. In Serbia, for instance, sugar was distributed to the hospitals and children's homes by the local Red Cross Committee, to children in schools by the Junior Section of the Red Cross, and sugar was allocated to several charitable institutions such as the "Fund for school and boarding-school canteens". In Bosnia also it was the local Relief Committees which delivered the sugar to children's homes and canteens. But in Montenegro, the sugar was shared between the local Red Cross Committees and the Ministry of Public Health, which distributed it to its own institutions (hospitals and sanatoria) and the Ministry of Social Assistance, which sent it to children's homes and retreats for the aged.

In Italy too, it was found that the Irish sugar in the Turin district was entrusted to the Catholic Society Caritas for distribution in that city. There was also some for university students in Milan and Turin, and this small task was undertaken by the Ente Nazionale per le Distribuzione de Soccorsi in Italia (E.N.D.S.I.) and the Case delle Studente (Students' hostel) under F.E.S.E. supervision.

It would be superfluous to continue the enumeration. The examples already mentioned suffice to show that every area in Europe had its own particular system of distribution which took account of the size of the local relief organisation, of the food organisation and of working conditions, while respecting the principle of impartiality on which all relief work undertaken by the Red Cross must continue to be based.

4. Types of Distribution and Control

Distribution of flour and bread—Netherlands.

In 1945, more than 3000 tons of goods, including 2150 tons of wheat, arrived by the S.S. "Henri Dunand", and over 2000 tons of rye by rail. The Netherlands Authorities and the German Occupation Authorities shared the task of guarding the stocks and supervising distribution.
Whilst the S.S. “Henri Dunand” was in port, she was guarded by the German police and by I.R.C.C. representatives and delegates. Unloading was carried out under the supervision of the German and Dutch police. The Dutch police then accompanied the lighters, which left sealed for their destination. On arrival, the seals were removed by a representative of the German Authorities in the presence of a I.R.C.C. delegate.

The rye arrived by rail in sealed wagons which were sent off direct to the mills and unloaded in the presence of the director of the mills and a delegate of the I.R.C.C. Together they drew up a detailed invoice of the goods.

Finally, the Netherlands Red Cross representative and the representative of the Department of Agriculture and Fisheries were present on arrival of the relief destined for them.

Such of the grain as could not immediately be used was stored in official warehouses by the German police. Ovens were also placed at the disposal of the Red Cross by the German Authorities, who kept a strict guard over them.

Bread rations, plus the general food rations, were distributed by the German food offices which were set up in all parts of Holland. In a large town there were from 30 to 50 offices; posters first advertised the allocation of rations, and then tickets were distributed to enable the people to get the rations to which they were entitled. The German black market police controlled the distribution under the supervision of the chiefs of the Dutch Department of Agriculture and Fisheries, and of the High German Authorities. Like other supplies, bread was distributed through the medium of the popular kitchens, childrens' canteens, hospices or hospitals, thus facilitating control and ensuring strict supervision over distribution.

Distribution of Condensed Milk and Milk Powder.

Milk was scarce in all the devastated countries. Though it was indispensable for infants, young children and many sick people, the price was high, and it was essential to keep a strict control over distribution, which was carried out in practically the same manner everywhere.

In Greece, lists were kept of infants, mothers, children and other persons entitled to share in the Relief Committees' distri-
bution, on the advice of the health authorities, after medical examination. The result of these examinations had to be confirmed by doctors representing the Red Cross or the organisation in charge of milk allocation, and the receivers had to undergo periodical examination.

These lists were published and a time-limit fixed for any dispute concerning them, the decision thereon resting with the Organising Committee. Once approved, the lists were kept in the archives of the Organising Committees and kept up to date. They were used in organising all subsequent distributions.

The Relief Organs used these lists as a basis for their card-index system where beneficiaries’ names were classified alphabetically. Each beneficiary was given a card which he was required to present when applying for his milk ration. The card was marked out in squares corresponding to the number of ration days, and a square was crossed off, or a coupon detached, whenever the holder took his ration. On expiry of the cards, they were to be returned to the distributing centre, and a new card was issued to those entitled to get further rations. The old cards were sent to the Central Organisation for control.

The milk distributing centres were to be visited at the times fixed for preparation and distribution. The controller was present during distribution; he checked the stock, the number of children registered and the general functioning of the centre. He also checked the density of the milk, and took samples for examination and report. This strict and constant control ensured the maintenance of a uniform quality in all the distributing centres.

The list, card index and individual card system were, however, not sufficient to prevent abuse. A periodical census had to be made of all those receiving milk rations. In some areas, for instance, every child had to be brought on a specified date to the centre responsible for supplying its milk ration. Here the child’s finger was dipped in an indelible fluid to prevent the child being taken to several other centres.

In one instance, the mere announcement that a census was to be taken resulted in over a thousand people withdrawing their cards. There were people who had had cards for children who were dead, others had cards for children who had never existed. A large and reliable staff was essential to carry out the amount of work
which such a census entailed, but the results were most satisfactory.

**Distribution of Medical Supplies (the Netherlands and Greece).**

The task of distributing medicaments was a particularly exacting one, because in some countries the risk of gifts of pharmaceutical products reaching the black market was very real. In other countries, since the occupying Powers were in control of some of the hospitals and clinics used by the beneficiaries of the gifts, such gifts might be diverted from their intended destination, and it was impossible to guarantee an impartial distribution. Then again, there was the danger of distributing medicines without medical advice as to their use, or without a doctor's prescription.

After lengthy discussion with the Dutch Relief Organisations, it was decided that medical supplies for the Netherlands should go through private commercial channels. This was the surest way to reach any part of the country, and the method was practicable in the Netherlands where the social organisation was very highly developed, most of the people being members of an insurance fund which could afford the medicaments; the rest of the population was either wealthy enough to procure pharmaceutical products or was assisted by charitable institutions which supplied the medicaments free of charge. It was therefore easy for everyone to obtain these medical supplies at prices fixed by the Netherlands Red Cross and bearing the Red Cross labels.

The State Office for Medicaments and Dressings was the primary organ for distributing medicaments to the biggest pharmaceutical firms, except for "specialities", which were held by the agents of the manufacturers in Holland. Then the wholesalers and representatives sold their products to the hospitals, on the one hand, and on the other, to retail chemists who, in turn, supplied their customers. These medicaments, however, remained the property of the Netherlands Government throughout all these operations, which were closely controlled. The Government also kept an eye on the stocks, so that there should be a reserve in case of emergency. Medicines of all kinds could be supplied only by the wholesaler with the consent of the State Office, of the Chief Health Inspector and of the Netherlands Red Cross. Any profit on the sales was
to be used exclusively for further relief work, in agreement with the Joint Commission.

This system of distributing medical supplies was, in principle, also adopted in Norway and in Belgium, and sometimes in France and Finland.

It was not, however, suitable for the countries of Eastern Europe. In Greece, for example, the allocation of medicines was entrusted to a “Medical Service” organised by the Swiss Red Cross, the I.R.C.C. and a “Greek Relief Steering Commission”. This Medical Service allocated medicaments to hospitals, according to their requirements, which were carefully controlled, or to *ad hoc* dispensaries for the home treatment of the sick. The prescriptions handed in at these dispensaries served as a means of control, and had to be drawn up by doctors who were collaborating with the Medical Service. Lists of the medical supplies thus allocated were once more checked by the I.R.C.C. delegation, who also visited the hospitals in receipt of the donations. Lastly, the visiting doctors kept a check on their home patients. It may be added that all medical supplies were sent to Greece in packages especially reserved for hospitals, and this to a great extent was instrumental in avoiding black marketeers.

A combination of systems was instituted in Croatia where, since there was no Croat Red Cross distributing organ, the “State Institute for the production of medicaments” allocated medicaments, in principle, to the various civilian hospitals. In districts where there were no hospitals, such medicaments were sold by chemists. A ticket system was instituted under the control of I.R.C.C. delegates.

5. Reports to Donors.

As soon as relief supplies had been distributed, the Joint Commission sent the donors an acknowledgment signed by the beneficiaries, certifying that the goods had been actually handed over to the beneficiaries.

It was an easy matter to obtain these acknowledgements in the case of gifts of minor importance intended for one institution only, such as a home, a retreat or a hospital. In this case donors generally accepted the certificate of the head of the institution,
and if proof was required that every person in the institution had a share of the gift, it was relatively easy to get each one's signature. But in the case of gifts for distribution not only among many institutions, but also among the entire population, the problem was not so easy. In most cases the donor desired the Joint Commission to submit a detailed report on the distribution which was required to correspond exactly with the plan originally submitted for his approval.

In such cases, the Joint Commission endeavoured to secure as many documents as possible to enable a report to be drawn up proving that the donor's wishes had indeed been carried out, together with a testimonial as to the fairness and impartiality of the distribution. For this purpose, the Joint Commission was not content merely with collecting all acknowledgments from beneficiaries, but also asked the various distributing centres to supply lists signed by the destitute persons who had enjoyed the benefit of the relief given, and if possible, the ration cards or tickets collected by distributing centres in the countries concerned. The distributing bodies were also asked to send in reports showing how allocation had been organised, together with the reasons which had induced them to send relief to one group of people rather than to another. All these documents were collected generally by the I.R.C.C. delegation nearest the places of distribution. The I.R.C.C. delegations were also entrusted with the duty of collecting all the letters of thanks, which were regularly transmitted to the donors. In so far as it was possible to do so, photographs were taken of the various phases of distribution. Lastly, the I.R.C.C. delegations drew up a report on all the distributions which they had themselves supervised.

Many were the obstacles which the Joint Commission had to overcome before satisfactory reports could be drawn up for the donors. The fact that beneficiaries were scattered over a wide area had to be taken into account. Some of them were completely cut off from contact with the main centres. Transport difficulties were often the cause of much delay in the transmission of documents. Elsewhere it was the illiteracy of the people in certain regions which made other forms of control necessary, often with the help of the local mayor or school teachers. In addition, the distributing organisations were insufficiently staffed for preparing
lists of beneficiaries, for classifying and filing, for drawing up reports. Carelessness on the part of many beneficiaries had also to be taken into account; it meant waiting many a long month before they produced the information asked for.

It is difficult to say how long complete information concerning a particular donation took to reach the Joint Commission, for the smooth running of relief work took longer in some cases than in others. For instance, the distribution of blankets to hospitals was accomplished rapidly, but sugar was sometimes delivered in instalments at intervals of several weeks. Therefore, though acknowledgments signed by the beneficiaries on receipt of the goods reached Geneva quickly, there was sometimes a long wait until deliveries came to an end and detailed reports on distribution could be obtained.

With regard to the Irish Donation, the reports which came through the quickest were those from Germany and Austria, which were received about three months after delivery of the goods to those countries. From Rumania, where there were difficulties in carrying out distribution, detailed lists of the beneficiaries took five months to reach the Joint Commission. On the other hand, acknowledgments from Yugoslavia, for example, did not reach the Joint Commission until four or five months after delivery of the goods in that country from which, besides, Geneva rarely received a report on distribution, or else a very incomplete report, such as those from Albania, from which it was impossible for the Joint Commission to glean information of any value to the donor. In these cases, the I.R.C.C. delegates were asked to send the Joint Commission their own comments on the distribution. The Joint Commission also occasionally sent its agents on special missions to note what effect such distributions had had.

The Joint Commission was nevertheless almost always able to collect a quantity of the most diverse documents amply proving that its task had been carried out with the utmost fairness and impartiality.

6. One Example of Relief Work—The "Etchea" Foundation.

1. Funds placed at the Joint Commission's disposal.—In March 1943 the I.R.C.C. delegation informed the Joint Commission that
a French group in Egypt had asked whether it was possible to arrange for a distribution of Swiss condensed milk to children in France. The Joint Commission replied that it would undertake to do this, and the Etchea Foundation in Cairo, in July 1943, sent the Joint Commission a first donation of Swiss francs 200,000. To secure payment of this sum, a Swiss Bank had to sell some of the holdings of the Foundation, as transfers between Egypt and Switzerland were at the time impossible.

2. Relief planned according to the Needs of a Beneficiary Country and the Wishes of the Donor.—At this time the Joint Commission’s attention had already on several occasions been drawn to the particularly serious situation of the people living on the Mediterranean coast, especially to those in large built-up areas such as Marseilles, Nice and Toulon. The scarcity of transport considerably aggravated the food situation, this area having always relied on the hinterland for its supplies. In addition, many refugees had settled here, thus aggravating the hardships of the local inhabitants.

The Joint Commission accordingly got into touch with I.R.C.C. delegates in Marseilles who, in turn contacted the various distributing organs in the area, with a view to planning allocations of milk. Furthermore, the Joint Commission also submitted to the Etchea Foundation a scheme for providing food to the children of Marseilles, to which the donor immediately agreed.

In the first place, it was intended that this donation should be used for the benefit of children and adolescents, but this plan had to be dropped. It seemed preferable, indeed, in view of the relatively small quantities available, to concentrate upon feeding a limited number of people. In agreement with the Authorities of the Prefecture of Marseilles and the French Red Cross, it was therefore decided to distribute the goods to all children under the age of 8 years.

3. Steps taken to Obtain and Export Goods.—The Joint Commission submitted to the Federal War Office for Food Supplies, which immediately agreed to it, a plan for the purchase of 3,500 cases of condensed milk, representing a total of 168,000 tins. When the order had been placed, authorisation to export had to be obtained from the Import-Export Service, and the Geleitscheine had
to be secured from the German Government representatives in Switzerland.

4. Transport and Distribution. — All permits were quickly granted and the transport of this first donation was carried out comparatively smoothly. Milk distributions began in November through the medium of the French Red Cross services, with the help of the I.R.C.C. delegates, and continued for about four weeks. Every precaution had been taken to avoid fraud. Tins of milk could be obtained only by giving up a coupon from the food card, and to obviate the possibility of the holder applying several times with coupons from towns other than Marseilles, a special stamp was applied to the holder's food card.

All these coupons were transmitted to an I.R.C.C. delegate, who was thus enabled to complete the table showing the number of distributions which had taken place and to certify them as being correct.

Of the 168 000 tins sent, only 232 (i.e., 1.4 per thousand) were damaged, lost or stolen.

On termination of these distributions, a small number of tins was left over, and these were deposited in a warehouse controlled by the Joint Commission's representative. These tins were divided later amongst expectant or nursing mothers and infants of less than 9 months' old.

5. New Donations—Transport Difficulties.—In December 1943, and January 1944, the Etchea Foundation made further donations to the Joint Commission, still for the benefit of French children. These donations were also earmarked for the purchase of condensed milk, most of which was reserved for the children of the Departments of Alpes-Maritimes and Var, which had not been included in the first allocation.

It was comparatively easy to obtain supplies in Switzerland with funds put at the Joint Commission's disposal, but the roads and railways had been so damaged during the liberation of France that transport had become extremely difficult. Therefore, in order that the goods might be forwarded more rapidly, the Joint Commission opened a depot at Grenoble.

This had two advantages: set trains could be sent from Switzerland to Grenoble, as a result of which it was quicker and
easier to obtain export permits and transport facilities. Moreover, relief could be sent by lorry from Grenoble to all the areas in question, according to their requirements.

The second Etchea donation, comprising over 127,000 tins of condensed milk, was received in October 1944, and facilitated distributions to Alpes-Maritimes, Vercors, Ardèche and the Maurienne.

6. Distribution and Control.—On the liberation of France, when the authority of the Government and of the French Red Cross was restored, it was for these bodies to decide who should benefit from any relief, and to make arrangements for the distribution thereof. A Joint Commission representative on the spot was empowered to inform the competent authorities of the donors' wishes and to give the organisers advice in the matter. During meetings of the Committee of Joint Commission representatives, at which delegates of the Regional French Red Cross Committees and representatives of the food authorities were present, agreements were quickly concluded setting out the methods and control of distribution.

In the departments of Alpes Maritimes and Var, where the largest quantity was to be distributed, complete understanding was reached between the French Red Cross, the Managing Committee of the Interdepartmental Milk Group (G.I.L.) the Food Control, the Ration Office Coupons Service and the Joint Commission's representative.

With the approval of these bodies, the French Red Cross and the Joint Relief Commission were jointly entrusted with the control of this relief for the two Departments in question. While the French Food Service took charge of the milk supply to children up to the age of 3 years (Class E), the milk sent by the Joint Commission on behalf of the Etchea Foundation was reserved for children from 3 to 6 years of age (Class JL) who had had no milk for a very long time.

To avoid abuse and to facilitate control, the Coupon Service of the Food Office had had special cards printed entitling the holder to condensed milk supplied by the Etchea Foundation.

The scarcity of milk in these areas made it necessary to apply strict measures of control. Though it was impossible to assert
that there had been no abuse, it was nevertheless possible to say that, owing to the precautions taken, abuse had been reduced to a minimum.

A special printed card, bearing the Red Cross emblem and mentioning the donor's name, had been given to every child of from 3 to 6 years of age in the regional centres of Departments in exchange for the ordinary milk card. One leaflet of this card was detached by the retailer, for the Departmental Milk Committee, the other was for the wholesaler.

The latter also sent to the Departmental Committee the leaflets he had received from the retailer.

These two leaflets of the special milk card enabled the Departmental Milk Committee to gauge the number of tins of condensed milk to be allocated to each wholesaler.

Each time the press advertised that allocations were to be made, an order was given to wholesalers for the number of tins corresponding to the number of leaflets, so that they might collect the tins of milk from the Red Cross Depôts. The wholesalers distributed the milk to the retailers who, in turn, supplied the consumers, detaching, at the same time one of the letter-coupons from the leaflet of the special milk card.

These letter-coupons were returned to the Departmental Milk Control Committee, and the number of coupons received had to correspond to the quantities issued each month.

As agreed, all the deliveries connected with these operations were carried out free of charge by both retailers and wholesalers.

It should be pointed out that at the request of beneficiary organisations, some milk was delivered on payment of a small sum.

The aim of this was threefold: (1) to facilitate control; (2) to cover the cost of controlling distribution; and (3) to eliminate the risk of hoarding. Experience had, in fact, shown that the population on the Mediterranean coast generally held considerable reserves of money which they were unable to use owing to the scarcity of goods.

Milk was, however, always distributed free of charge to children whose parents were unable to pay for it. The money thus saved was used to finance further relief operations.
THE GREAT DONATIONS

On many occasions the Joint Commission received donations of considerable sums of money and goods from Red Cross Societies, relief organisations and, in one case, from a government.

The Joint Commission was able to make suggestions to the donors regarding the allocation of these gifts, the value and origin of which entitles them to a special place in the catalogue of relief received during these six years.

For this reason it seems appropriate to devote a chapter to them alone.

I. DONATIONS FROM THE AMERICAN RED CROSS.

Besides the important relief which it had undertaken to provide, during and after the war, direct to the destitute in practically all the belligerent countries, the American Red Cross gave its support to the activities of the Joint Commission.

Following the first I.R.C.C. and League appeals in aid of civilian war victims, especially women and children, the American Red Cross, as we have seen, sent the Joint Commission a donation of 5000 dollars in April 1941.

There was soon, however, an ever increasing number of appeals for aid to the people of the war-stricken and occupied countries. But the American Red Cross had no means of getting food to the starving areas of Europe; the blockade and the all but insurmountable obstacles encountered in obtaining "Navicerts", the dangers which transports by sea had to run, and the uncertain methods of communication between the New and the Old World were hardly conducive to developing the activities of the American Red Cross which, notwithstanding, made every effort to reach all the civilians possible by its own means at the beginning of the war.
As it was unable to consign goods to the Joint Commission, the American Red Cross, in August 1941, made a first donation of 20,000 Swiss francs for aid to Yugoslavia. This money enabled the Joint Commission, in October of that year, to send the Serbian Red Cross in Belgrade 23 cases, weighing 1132 kgs. in all, of medical supplies, including many pharmaceutical specialities, as well as 5000 phials of narcotic drugs which were distributed under the supervision of the I.R.C.C. in Yugoslavia at the beginning of the winter.

On many subsequent occasions the American Red Cross transferred large sums to Switzerland with which very appreciable relief work was organised in Europe.

As it had enjoyed certain facilities for carrying out transactions of this kind, the American Red Cross was called upon to act as intermediary between relief groups which had grown up in America with a view to sending aid to European war victims and which had sometimes fairly considerable sums in hand for this purpose. Thus, at the beginning of 1942, the American Red Cross sent the Joint Commission Swiss francs 153,000. This money enabled the Joint Commission to send to Greece, between April 1942 and January 1943, seven consignments of medical supplies, in all 1119 cases, parcels, casks or demijohns weighing over eight tons.

The American Red Cross, however, often attached certain conditions to the use of these funds by the Joint Commission. Thus, a letter, dated 11 August 1941, which the headquarters of the American Red Cross in Washington addressed to the Secretary-General of the League, particularly stipulated that such shipments could only be made in so far as competent national Red Cross organisations could supervise the distribution of the relief which had been made possible by these funds, and that the organisations in question must draw up detailed reports on the use made of the money. The Red Cross always respected these conditions; distribution of the relief was either checked by the national Red Cross Society in the beneficiary countries, or one of its agents was able to supervise the allocation of the goods.

It will be remembered that the Blockade Authorities had given permission for shipment of medical supplies. The American Red Cross therefore was able to use this even more direct method of sending relief to stricken civilian war victims in Europe.
In this connection, it should be mentioned that the American Red Cross always made a point of specifying the conditions upon which it could send relief to countries in need of it. Thus, in the report drawn up by the Chairman of the General Assembly held in December 1940, it was provided that the American Red Cross would undertake relief work only if information could be obtained from independent sources as to the requirements of the countries needing assistance and if freedom of transport and supervision by their own staff were granted, in order to ensure that the relief would indeed be distributed in accordance with their wishes.

In September of the following year, the American Red Cross telegraphed to the League of Red Cross Societies that it was “disposed to facilitate relief to occupied countries... and that ‘Navicerts’ would be obtained on condition that the Joint Commission guaranteed:

(a) the supervision of distribution by representatives directly responsible to the Joint Commission,
(b) that detailed reports on the allocation of the relief should be sent to Washington”.

The Joint Commission replied to these stipulations that, in accordance with its principles, in no case would the American Red Cross be asked to send relief to an area where there was not at least one Joint Commission representative to supervise distribution. At the same time, attention was drawn to the fact that the Blockade Authorities had made it possible for the American Red Cross to send pharmaceutical products to Europe.

On 19 February 1942, the S.S. “St. Cergue” left America with 139 cases (more than 5½ tons) of medical supplies and insulin for the Greek Red Cross, and 10 cases of insulin (200 kgs) for the Belgian Red Cross. These first consignments were to be followed regularly by many others, and were to be extended little by little to every country where the need was greatest.

In point of fact, throughout the whole of the war, the Joint Commission never ceased to keep the American Red Cross informed of the situation in the various countries of Europe, and to report in detail on the needs of each of them. That is why, after shipping its first consignments of pharmaceutical products to France and Belgium, the American Red Cross was led to send similar aid to
Holland, Poland and Yugoslavia in 1943. In 1944, the American Red Cross also sent medicaments to Lithuania. Donations were also sent in 1945 to the Baltic countries (Lithuania and Estonia) and consignments were sent to the Principality of Monaco and to Norway, in addition to the countries previously mentioned, which the American Red Cross had not ceased to help regularly through the medium of the Joint Commission. Detailed tables of these consignments will be found later in this report.

** * * **

In 1944, the American Red Cross also on several occasions sent large gifts to the Sanitary Depot of the Joint Commission. It would have done so earlier (1942) if the American Authorities had not, at that time, been opposed to the constitution of a reserve stock of medical supplies in the very heart of a Europe at war.

Below will be found, in chronological order, a list of the gifts which the American Red Cross sent to the Sanitary Depot of the Joint Commission:

<table>
<thead>
<tr>
<th>Date</th>
<th>Medicaments Kilogrammes</th>
<th>Value Swiss francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>19.6.44</td>
<td>13,569</td>
<td>31 254.—</td>
</tr>
<tr>
<td>20.6.44</td>
<td>3,405</td>
<td>36 287.—</td>
</tr>
<tr>
<td>4.8.44</td>
<td>26,706</td>
<td>17 021.—</td>
</tr>
<tr>
<td>20.9.44</td>
<td>220</td>
<td>900.—</td>
</tr>
<tr>
<td></td>
<td>Total (1944) . .</td>
<td>43,900</td>
</tr>
<tr>
<td></td>
<td></td>
<td>87 462.—</td>
</tr>
<tr>
<td>30.1.45</td>
<td>21</td>
<td>900.—</td>
</tr>
<tr>
<td>28.2.45</td>
<td>4,366</td>
<td>43 476.60</td>
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<tr>
<td>27.4.45</td>
<td>750</td>
<td>1 500.—</td>
</tr>
<tr>
<td>15.6.45</td>
<td>420</td>
<td>824.—</td>
</tr>
<tr>
<td></td>
<td>Total (1945) . .</td>
<td>5,557</td>
</tr>
<tr>
<td></td>
<td></td>
<td>46 700.60</td>
</tr>
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</table>

Total weight in 1944/45 . . . . 49,457 kgs.

Total value in 1944/45 . . . . . . . Sw.fr. 134 162.60
### LIST OF SHIPMENTS FROM AMERICA

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<th></th>
<th>1944</th>
<th>1945</th>
<th>1944/1945 Totals</th>
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<td>Value Sw. Fr.</td>
<td>Weight Kg.</td>
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<td>2,625</td>
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<tr>
<td>Poland</td>
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<td>95,818</td>
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<td>Switzerland</td>
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<td>—</td>
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<tr>
<td>Yugoslavia</td>
<td>51,695</td>
<td>184,454</td>
<td>12,077</td>
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<tr>
<td>Totals</td>
<td>178,944</td>
<td>1,234,216</td>
<td>84,999</td>
</tr>
</tbody>
</table>

1 Parcel sent to Professor Loeffer, Zurich (narcotics).

### 2. DONATIONS FROM THE AUSTRALIAN RED CROSS

During the summer of 1945, representatives of the Australian Red Cross, on their visit to the Joint Commission's representative at Cairo, and again when they visited the Joint Commission at Geneva, had welcomed the suggestion that their relief work should not be confined to countries in the Far East, as had hitherto been the case, but that they should share in the work of relief to the people of Europe.

When one of the Joint Commission's collaborators visited London in the Spring of 1946, he had an opportunity of discussing this idea with the Australian Red Cross delegate in that city. It was during these discussions that the various problems in connection with the consignment of large quantities of relief to Europe, and the possibility of forwarding these gifts, were first examined, in addition to the shipments which the Australian Red Cross had already sent direct to Greece. The representative of the Joint Commission particularly emphasized the fact that the goods should be sent direct from Australia to a European port, e.g., Marseilles or Genoa.
The Australian Red Cross plan for sending relief included shipments of various commodities such as clothing, blankets, medical supplies, etc., to the value of £67,000. This donation was to be devoted to relief work in Holland, Greece and, generally speaking, in all European countries which, in the opinion of the Joint Commission, were particularly worthy of aid. The Joint Commission then stated that Poland, Yugoslavia, Austria, Hungary, Bulgaria and Albania were also in urgent need of assistance, and that it was in a position to ensure the equitable distribution of the Australian Red Cross goods in all these countries. The Australian Red Cross consignments amounted to £74,931 (Swiss francs 1,029,472.94).

While the first distribution scheme was being drawn up, on the basis of the needs of the people of each country, to whose fate the Joint Commission had drawn the attention of the Australian Red Cross, the latter sent a telegram to Geneva announcing the immediate arrival of the S.S. “Empire Splendour” which had left Melbourne in June with clothing, food and sanitary supplies. All these goods — which were not included in the £67,000 promised by the Australian Red Cross — had been sent off without the latter having expressed any wish with regard to their final destination.

Later, during the summer, the first consignments of the £67,000 donation began to arrive. In the meantime, however, the Joint Commission had decided to make certain alterations in its distribution scheme, by eliminating Albania, Greece, Rumania and Yugoslavia, all of which had just received considerable aid from other sources. This donation of supplies to the value of £67,000, of which details are given later in this report, comprised a large variety of goods, such as food, pharmaceutical products, clothing, footwear, toilet articles, utensils, which were shipped in five boats: the S.S. “Samcree”, the S.S. “Samforth”, the S.S. “Sambrian”, the S.S. “Empire Brone” and the S.S. “Torrens”. All these goods were speedily forwarded to the different beneficiary countries, but it was not until the summer of 1947 that the reports relating to their distribution began to reach Geneva.

(1) S.S. “Empire Splendour”.

The S.S. “Empire Splendour” left Australia on 18 June, 1946, with a cargo valued at Swiss francs 5,600,000. The goods were transferred at Port Said to the S.S. “Spes”, which reached Genoa on 28 June, and were then forwarded to Geneva. The Joint Commission
was able to get the Italian Government to agree to transport expenses in Italy being paid in lire at half-tariff.

The consignment comprised:

- Food (100 cases of which was "malted milk")... 49
- Woollens.................................................. 8
- Pharmaceutical products............................ 6
- Soap ......................................................... 106
- Crutches.................................................... 45
- Clothing.................................................... 48

Total...................................................... 262

The parcels were allocated as follows:

(a) Germany:

<table>
<thead>
<tr>
<th>Date</th>
<th>No. of cases</th>
<th>Type of goods</th>
<th>Destination</th>
</tr>
</thead>
<tbody>
<tr>
<td>23.1.47</td>
<td>452</td>
<td>Food</td>
<td>Deleg. British Zone c/o Landesverband Hanover.</td>
</tr>
<tr>
<td>2.4.47</td>
<td>16</td>
<td>Food</td>
<td>For children of Weil (FOZ).</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pharmaceutical</td>
<td>Berlin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>products</td>
<td>American Zone</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>British Zone</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>French Zone</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Russian Zone</td>
</tr>
<tr>
<td></td>
<td>115</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>32</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>420</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>22</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>54</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>198 cases</td>
</tr>
</tbody>
</table>

Germany also received 500 cases of soap.

(b) Austria:

<table>
<thead>
<tr>
<th>Date</th>
<th>No. of cases</th>
<th>Type of goods</th>
<th>Destination</th>
</tr>
</thead>
<tbody>
<tr>
<td>19.12.46</td>
<td>489</td>
<td>Food</td>
<td>Vienna Delegation</td>
</tr>
<tr>
<td>18.1.47</td>
<td>490</td>
<td>Food</td>
<td></td>
</tr>
<tr>
<td></td>
<td>65</td>
<td>Pharmaceutical</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>products</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1044 cases</td>
</tr>
</tbody>
</table>
(c) **Hungary**:

<table>
<thead>
<tr>
<th>Date</th>
<th>No. of cases</th>
<th>Type of goods</th>
<th>Destination</th>
</tr>
</thead>
<tbody>
<tr>
<td>28.12.46</td>
<td>401</td>
<td>Food ...</td>
<td>Ministry of Food, Budapest for transmission to Hungarian</td>
</tr>
<tr>
<td>28.12.46</td>
<td>200</td>
<td>Clothing ...</td>
<td></td>
</tr>
<tr>
<td>13. 1.47</td>
<td>420</td>
<td>Soap ...</td>
<td>Red Cross.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>15 Pharmaceutical products</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1036 cases</td>
</tr>
</tbody>
</table>

(d) **Italy**:

<table>
<thead>
<tr>
<th>Date</th>
<th>No. of cases</th>
<th>Type of goods</th>
<th>Destination</th>
</tr>
</thead>
<tbody>
<tr>
<td>18. 2.47</td>
<td>122</td>
<td>Food ...</td>
<td>Italian Red Cross, Milan.</td>
</tr>
<tr>
<td>16.12.46</td>
<td>509</td>
<td>Soap ...</td>
<td>ENDSI, Rome</td>
</tr>
<tr>
<td>18. 2.47</td>
<td>219</td>
<td>Food ...</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>52 Pharmaceutical products</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>902 cases</td>
</tr>
</tbody>
</table>

(e) **Poland**:

<table>
<thead>
<tr>
<th>Date</th>
<th>No. of cases</th>
<th>Type of goods</th>
<th>Destination</th>
</tr>
</thead>
<tbody>
<tr>
<td>7. 1.47</td>
<td>260</td>
<td>Food ...</td>
<td>I.R.C.C. Delegation, Warsaw.</td>
</tr>
<tr>
<td>7. 1.47</td>
<td>376</td>
<td>Clothing ...</td>
<td></td>
</tr>
<tr>
<td>7. 1.47</td>
<td>570</td>
<td>Soap ...</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>98 Pharmaceutical products</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1304 cases</td>
</tr>
</tbody>
</table>

(f) **Yugoslavia**:

<table>
<thead>
<tr>
<th>Date</th>
<th>No. of cases</th>
<th>Type of goods</th>
<th>Destination</th>
</tr>
</thead>
<tbody>
<tr>
<td>21.12.46</td>
<td>121</td>
<td>Food ...</td>
<td>Yugoslav Red</td>
</tr>
<tr>
<td>21.12.46</td>
<td>325</td>
<td>parcels of clothing ...</td>
<td>Yugoslav Red Cross, Belgrade</td>
</tr>
<tr>
<td>21.12.46</td>
<td>321</td>
<td>Soap ...</td>
<td></td>
</tr>
<tr>
<td>21.12.46</td>
<td>71</td>
<td>Pharmaceutical products</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>838 cases and parcels</td>
</tr>
</tbody>
</table>
(g) Bulgaria:
   29 cases of pharmaceutical products.

(h) Greece:
   9 cases of pharmaceutical products.

(i) Czechoslovakia:
   4 cases of pharmaceutical products.

Fifty cases of pharmaceutical products were also sent to the I.R.C.C. which undertook to distribute them.

Of the total quantity, only the following were lost:
   1 case of clothing and woollens.
   20 cases of food.
   37 cases of soap.

All the parcels were for destitute civilians, especially children, women and the aged. The Joint Commission received most of the acknowledgments as well as a large number of letters of thanks.

(2) Donation of £67 000.

The first boat to leave Australia was the S.S. “Samcree”, which left Melbourne on 27 May 1946. The goods were transhipped to the S.S. “Panaghriottis” at Port Said on 22 June 1946, and were discharged on 22 July 1946, arrived at La Renfile, the Joint Commission’s free port, on 9 August 1946.

This boat carried 1,786 parcels of clothing, footwear, pharmaceutical products, toilet articles and various objects to a total value of £21 292, weighing in all 183 tons.

The S.S. “Samforth” left Australia on 12 June 1946. On 27 June the cargo was transhipped at Port Said. The goods reached Savona on 22 July and Geneva on 9 August 1946.

The S.S. “Samforth” carried 231 parcels of clothing, food and sanitary articles, valued at £8 072.

These two cargoes were distributed as follows:
<table>
<thead>
<tr>
<th></th>
<th>Foods and clothing</th>
<th>Pharmaceutical products</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of cases</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Germany (Vlotho and Berlin)</td>
<td>367</td>
<td>272 + 53</td>
</tr>
<tr>
<td>Austria (Vienna)</td>
<td>124</td>
<td>84 + 18</td>
</tr>
<tr>
<td>Hungary (Budapest)</td>
<td>105</td>
<td>121 + 30</td>
</tr>
<tr>
<td>Bulgaria (Sofia)</td>
<td>93</td>
<td>82 + 36</td>
</tr>
<tr>
<td>Poland (Warsaw)</td>
<td>187</td>
<td>248 + 63</td>
</tr>
<tr>
<td>Italy (Milan and Rome)</td>
<td>63</td>
<td>42 + 21</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>—</td>
<td>30 + 16</td>
</tr>
<tr>
<td>Greece</td>
<td>—</td>
<td>25 + 10</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>939</strong></td>
<td><strong>804 + 247</strong></td>
</tr>
</tbody>
</table>

The S.S. "Sambrian" sailed on 2 July 1946. Her cargo was transhipped at Port Said on 1 September, and the relief goods she carried were forwarded to Genoa on 7 October, arriving in Geneva on 26 October 1946. There were 580 parcels. They contained clothing, toilet articles, footwear and various objects, valued in all at £4,127.

The relief was allocated as follows:

<table>
<thead>
<tr>
<th></th>
<th>Foods and clothing</th>
<th>Pharmaceutical products</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of cases</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Germany (Vlotho and Berlin)</td>
<td>130</td>
<td>63</td>
</tr>
<tr>
<td>Austria (Vienna)</td>
<td>36</td>
<td>19</td>
</tr>
<tr>
<td>Bulgaria (Sofia)</td>
<td>54</td>
<td>17</td>
</tr>
<tr>
<td>Hungary (Budapest)</td>
<td>63</td>
<td>22</td>
</tr>
<tr>
<td>Italy (Milan and Rome)</td>
<td>41</td>
<td>18</td>
</tr>
<tr>
<td>Poland (Warsaw)</td>
<td>64</td>
<td>33</td>
</tr>
<tr>
<td>Czechoslovakia</td>
<td>—</td>
<td>7</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>—</td>
<td>5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>388</strong></td>
<td><strong>184</strong></td>
</tr>
</tbody>
</table>

The S.S. "Empire Prome" left Australia on 30 August 1946. Her cargo was forwarded from Genoa on 15 October 1946, and reached Geneva on 21 October of that year.

This boat carried 1567 parcels containing food, clothing, toilet articles and various objects valued at £37,647 in all.

The Red Cross allocated this relief as follows:
The S.S. "Torrens" left Australia on 16 September 1946, and the goods reached Geneva at the end of December of the same year. This boat carried 334 parcels containing pharmaceutical products, food and various objects, valued in all at £3 792.

The relief was allocated as follows:

<table>
<thead>
<tr>
<th>Country</th>
<th>Food and clothing</th>
<th>Pharmaceutical products</th>
</tr>
</thead>
<tbody>
<tr>
<td>Germany (Vlotho)</td>
<td>236</td>
<td>1</td>
</tr>
<tr>
<td>Austria (Vienna)</td>
<td>67</td>
<td>1</td>
</tr>
<tr>
<td>Bulgaria (Sofia)</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td>Hungary (Budapest)</td>
<td>2</td>
<td>—</td>
</tr>
<tr>
<td>Poland (Warsaw)</td>
<td>11</td>
<td>5</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>—</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>322</td>
<td>9</td>
</tr>
</tbody>
</table>

In Germany, Austria and Poland, for instance, the goods were addressed to the I.R.C.C. Delegations who undertook distribution in these countries. Elsewhere the Joint Commission sometimes had recourse to official relief organisations or to the national Red Cross Societies, in order to ensure distribution of the relief.

Thus, in Hungary, the work was done by the Ministry of Food in Budapest; in Bulgaria, by the Bulgarian Red Cross Society, and in Italy, by the Italian Red Cross and by E.N.D.S.I.
The difference between the number of parcels received in Geneva and the number distributed arises from the fact that the goods were not all transhipped at the same time, but in several lots and according to various distribution plans which were changed during the carrying out of the distribution. Account must also be taken of some parcels which were missing.

(3) *Gift of £5000 from the Australian Red Cross for the Children of Europe.*

In response to an appeal sent out in 1945 to all the national Red Cross Societies, asking for aid for the children of Europe, the Joint Commission received a telegram from the Australian Red Cross on 19 November 1945, announcing that it was putting £5000 at the Joint Commission's disposal for this relief work.

It was decided to use this money in sending relief to the following countries, each of which was to have an equal share:

- Germany;
- Austria;
- Finland;
- Hungary.

*(a) Germany:* The Joint Commission's Food and Clothing Service purchased 420 cases of condensed milk with the money placed at its disposal, Consignments were made as follows:

- 210 cases to Sarrebrück for distribution by the representative of the *Don suisse* in that city.
- 105 cases to Bad Kreuznach, for distribution by the I.R.C.C. delegation.
- 105 cases to Fribourg-im-Breisgau, for distribution by the I.R.C.C. delegation.

*(b) Austria:* The Joint Commission sent the I.R.C.C. delegation in Vienna, on 14 September 1946:

- 270 cases of sweetened condensed milk;
- 4312 kgs. of chocolate.
This donation was distributed in the first place to sick children, sanatoria, and to the children of Displaced Persons in Vienna. The I.R.C.C. delegation in this city sent Geneva numerous reports and letters of thanks, as well as a list giving detailed information concerning the distribution of the 270 cases of sweetened condensed milk.

(c) **Finland**: The Joint Commission had ordered 270 cases of sweetened condensed milk and 4500 kgs. of chocolate for this country, but was unable to obtain delivery, so had to buy instead:

120 cases of sardines,

which were consigned to the General Directors of the Finnish Red Cross at Helsinki. They arrived on 11 February 1947. The Finnish Red Cross advised that this donation had been distributed to children in 203 homes, two tins of food being given to each child. About 6000 children were able to benefit.

(d) **Hungary**: On 19 and 27 September 1946, the Joint Commission consigned to the I.R.C.C. delegation in Vienna, for distribution by the Ministry of Food at Budapest:

270 cases of sweetened condensed milk;
260 cases of chocolate.

(4) **Gift of £2 800 from the Albanian Association of Queensland, Australia.**

In October 1945, the Albanian Association of Queensland sent the Joint Commission, through the medium of the Australian Red Cross, a donation of £2 800, representing Sw. fr. 38 472, for providing relief for the civilian population of Albania.

From information which the Economic Service of the Joint Commission had been able to gather, and statements received from the Albanian delegates who came to Geneva, it was decided to use this money in the following manner:
25% for the purchase of medical supplies;
25% for blankets;
25% for underwear for the children;
25% for men's footwear.

All this relief was earmarked for the Orphanage at Tirana.

At the beginning of May 1946, the Joint Commission sent off the first consignment, comprising pharmaceutical products and sanitary articles, weighing in all 331,500 kgs. gross. This represented, therefore 25 per cent of the total value of the donation. The remaining 75 per cent was used by the Food and Clothing Service for the purchase of:

4 cases of outfits (clothing), i.e., 507 blankets;
2950 articles of clothing; 375 pairs of shoes.

The blankets and shoes left for Albania on 17 June 1946. The other four cases were not able to leave Switzerland until 3 July 1946. The balance of this gift was used to purchase 133 blankets, also for the Orphanage at Tirana; they were sent off on 6 February 1947.

### AUSTRALIAN GIFT

<table>
<thead>
<tr>
<th>Country</th>
<th>Foodstuffs and clothing</th>
<th>Soap</th>
<th>Pharmaceutical products</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of parcels</td>
<td></td>
<td>Number of parcels</td>
</tr>
<tr>
<td>Austria</td>
<td>1389</td>
<td></td>
<td>207</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>302</td>
<td></td>
<td>187</td>
</tr>
<tr>
<td>Germany</td>
<td>1701</td>
<td>500</td>
<td>1060</td>
</tr>
<tr>
<td>Hungary</td>
<td>842</td>
<td>420</td>
<td>198</td>
</tr>
<tr>
<td>Greece</td>
<td>6</td>
<td></td>
<td>60</td>
</tr>
<tr>
<td>Italy</td>
<td>531</td>
<td>509</td>
<td>215</td>
</tr>
<tr>
<td>Poland</td>
<td>1033</td>
<td>570</td>
<td>483</td>
</tr>
<tr>
<td>Czechoslovakia</td>
<td>—</td>
<td></td>
<td>11</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>346</td>
<td>321</td>
<td>113</td>
</tr>
<tr>
<td>Transferred to I.R.C.C.</td>
<td>—</td>
<td></td>
<td>50</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>6150</strong></td>
<td><strong>2320</strong></td>
<td><strong>2584</strong></td>
</tr>
</tbody>
</table>

The weights of the parcels being different, it was not possible to indicate the number of tons of goods sent to each country. The total value of these goods was Swiss Francs 1,629,472 to which must be added Swiss Francs 68,700 (£5000), gift of the Australian Red Cross for European Children, and Swiss Francs 38,472 (£2800), a gift for Albania, making a grand total of Swiss Francs 1,736,644.
3. DONATIONS FROM THE SOUTH AFRICAN RED CROSS

General Remarks.

In July 1944, the South African Red Cross informed the Joint Commission that it had drawn up a plan of relief for the devastated countries of Europe, and that it had already started buying, in particular, serum, vaccines and vitamins. As traffic with South Africa through Lisbon was impossible, the South African Red Cross suggested putting its donations at the disposal of the Joint Commission in Egypt, if in this way there was any possibility of getting them to areas in Europe particularly in need of assistance.

The South African Red Cross furthermore asked the Joint Commission if it had any other suggestions regarding the choice of relief to be sent to Europe. The Joint Commission thereupon replied that the food situation in most of the devastated countries was extremely critical and that consignments of food would be most valuable for the starving people of Europe.

Shipments from the South African Red Cross began to arrive in October 1944, and continued until June 1946. The I.R.C.C. delegation in Cairo received more than 33,000 cases and bales, varying in weight between 25 and 50 kgs, containing food, clothing, footwear, vitaminised caramels, and soap, not counting large quantities of various pharmaceutical products, sera and vaccines.

All these goods were re-forwarded through the Joint Commission in collaboration with the I.R.C.C. delegation in Cairo, to the following countries: Albania, Germany, Austria, Bulgaria, Greece, Hungary, Italy, Poland, Rumania, Yugoslavia.

Part of the South African Red Cross gift had first been earmarked for the Netherlands, but, in compliance with the wish expressed by the Dutch Authorities, the goods were sent to the Dutch Indies.

In addition, a few cases of food were sent to the Camp at Fouka-Marine, in Algeria, where some of the ex-service men who fought in the Spanish Civil War were living.

Generally speaking, therefore, all these goods were sent to areas in Central and Eastern Europe. The western countries were, of course, already receiving considerable assistance via the Atlantic. They were, moreover, helped by the neutral countries such as
Ireland, Sweden and Switzerland. But the countries of Central and Eastern Europe, which were at that time in a much more difficult situation, were receiving, apart from Greece, very little aid from abroad.

In February 1946, the I.R.C.C. sent a mission to South Africa, and the Joint Commission requested these collaborators to hand the South African Red Cross an account of the shipments made. Following this visit, the South African Red Cross made a further effort and sent considerable relief to Europe.

Transport Situation.

When the first consignments left Durban for Suez, military operations were still being carried on and it was impossible to send goods direct from South Africa to the refugees in Europe who were to be the beneficiaries. South African Red Cross relief therefore had to be discharged at Suez, the terminus for ships passing through the Red Sea.

This gave rise to many problems. Some of the South African Red Cross goods were, in fact, discharged at the same time as many military consignments at the port of Adabie. Now this port, which had been built by the military authorities for the use of troops, was about 13 miles from Suez. Goods which were at Adabie and were not to be used for feeding the army, had to be sent immediately into the interior for storing, and the only place where the South African Red Cross relief could be stored was eleven miles from the coast. Later, relief was discharged at Port Tewfik. It was then sent to Suez, where it was loaded on barges which took it through the Suez Canal to Port Said. The Suez Canal Company gave very effective help in the work of aid to war victims. Not only did many of their employees devote part of their time to putting through the necessary formalities, but the Company undertook to bear the cost of transport through the Suez Canal to Port Said.

Added to the delay caused by all these manoeuvres, time was lost in finding ships to take the goods to the Eastern Mediterranean, priority being reserved for military convoys. There were also mines laid all along the coast of Northern Africa and Europe, which had to be taken into account; ports were often destroyed to a great extent, and communications for the most part disorganised.
It was not until the end of March 1945 that the first consignments of South African Red Cross relief could be forwarded to Europe. About that date 1200 cases of soap and 40 cases of Guavitè tablets arrived at Dubrovnik; at the same time, 250 cases of soap left for the Dodecanese. A month later, 500 cases of soap for Rumania encountered many difficulties; there was no longer any direct line of communication between Egypt and the Black Sea ports or Istanbul. The consignment therefore had to be discharged first in the Turkish port of Iskanderun. From there it was forwarded to Istanbul, then crossed Bulgaria by rail to Bucharest.

From the summer of 1945 there was a slight improvement in transport conditions, and it became possible, thanks to the priorities which the I.R.C.C. delegation at Cairo was able to obtain from the Ministry of War Transport, to ship larger quantities by boat to the ports of Northern Italy. Thus, for example, relief for Yugoslavia, Albania and Bulgaria, could be sent direct to Trieste from where it was forwarded by rail to the south-east. Later on, when communications with Budapest were re-established, Trieste also became the transit port for Hungary, whereas previously goods for that country had had to be despatched first to Geneva through Savona. This was the route used also for Austria and Germany.

Finally, some of the consignments for Albania were discharged at the Italian ports of Bari and Brindisi, as the Albanian ports were not large enough to take big vessels. Relief was then forwarded from Italy to Durazzo or Scutari on small boats.

Notwithstanding the numerous transhipments, total losses to 31 December 1946 were only about 0.3 per cent of the goods entrusted to the Joint Commission.

In spite of all the aid which had been offered to the Joint Commission and the I.R.C.C. delegation at Cairo, it was often difficult to cover the expenses incurred in forwarding the relief to Europe.

The South African Red Cross was good enough, following the mission which the two delegates of the I.R.C.C. undertook, and of which mention has been made above, to donate £500 in cash to meet these costs. This generous gesture was instrumental in increasing the rhythm of forwarding relief, to the great advantage of the beneficiaries.
Allocation of Relief.

The first consignment arrived at the Yugoslav port of Split in June 1945, but transport difficulties along the Dalmatian coast prevented the goods being forwarded to Durazzo until February 1946. The second lot, which left Alexandria in December 1945, reached Scutari after being in transit at Bari. In March 1946, a third shipment, from Port Said, reached Naples, whence it was forwarded by rail to Bari, then loaded on boats bound for Durazzo. Finally, the last shipment was sent first to Trieste, being afterwards forwarded by rail to the Yugoslav frontier station of Bitolj; from there it reached Tirana by lorry.

All these consignments were addressed to the Albanian Red Cross at Tirana, which distributed them to hospitals, orphanages and other charitable institutions in the country ¹.

Austria: Some of the goods intended for Austria were forwarded via Trieste in March, April and June 1946. Other consignments were, however, sent from Geneva, especially at the time when the “set trains” were formed in Switzerland.

Bulgaria: A first cargo was sent in June 1946 through the Yugoslav port of Split. From there, the goods were loaded on to a lorry for the railway station of Sarajevo whence they reached Sofia by rail. Transport from Sofia to Sarajevo was probably more difficult than anything of the kind the Joint Commission had encountered throughout the whole of its work in connection with the South African Red Cross relief plan. The distance between the two towns is about 70 miles, and the roads in this part of the country were practically unusable. Moreover, the Dalmatian coast is separated from the interior by high mountains. Lastly, only a small number of lorries was available and atmospheric conditions could not have been worse. Thanks to the efforts of the Yugoslav and Bulgarian Red Cross societies, all obstacles were at length overcome.

A second consignment arrived in Bulgaria in October 1945 via Istanbul. The third consignment was sent via Venice and reached Sofia in April 1946. The last followed the Marseilles route and thence to Geneva, finally reaching Sofia.

¹ The goods shipped to each country are indicated in the two tables at the end of the statement.
The Bulgarian Red Cross Society itself distributed the goods to homes or to various relief organisations in Sofia and throughout the country.

*Germany:* All relief intended for Germany was sent through Geneva.

These goods were sent in four convoys. They were addressed to Berlin, where the I.R.C.C. delegation handed them over to various local relief organisations, to Hamburg, where they were received by the *Hamburger Ausschuss für Hilfsaktionen aus dem Ausland* (Hamburg Relief Committee for aid abroad) and, lastly, to Saarbrücken, to the International Civilian Aid Fund for Children. (*Aide civile internationale aux enfants.*)

*Greece:* Part of the South African Red Cross gift was intended for the Dodecanese.

These goods were conveyed in two convoys, in March 1945 and in October of the same year. The I.R.C.C. delegation at Rhodes itself undertook distribution of this relief to hospitals, orphanages and hospices on the Islands of the Dodecanese.

*Hungary:* A first consignment, in January, was forwarded *via* Geneva. The second passed through Trieste and reached Budapest in April. In April also, and then in June, two other deliveries reached Hungary, the first *via* Venice, and the second through Trieste. Finally, the last three consignments intended for Hungary were forwarded *via* Geneva.

This relief was first of all addressed to the I.R.C.C. delegation which transmitted it to the Hungarian Red Cross and to *Actio Catolica*, both of which organisations were entrusted with the ultimate distribution. After the delegation had closed down (June 1946), relief was addressed to a Special Distributing Committee consisting of a group of representatives from the Prime Minister’s office, the Ministry of Assistance, the Ministry of Food, the Municipality of Budapest and the Hungarian Red Cross Society. The I.R.C.C. delegate at Vienna continued, nevertheless, to visit Budapest regularly to attend the meetings of this "Committee of Five", and to supervise the smooth running of the distribution service.
Italy: The first of the four convoys bringing the goods intended for this country reached Naples in May 1945, the second arrived at Savona in October of that year, the third at Trieste and the fourth at Genoa in April 1946.

The goods sent to Naples were distributed by the I.R.C.C. delegation in that town. In Florence, Milan, Rome and Turin, distribution of relief was entrusted to various welfare organisations among which was the European Students’ Relief Fund.

Poland: All relief for Poland was sent through Geneva during the month of February and throughout the summer of 1946. It was addressed to the I.R.C.C. delegation at Warsaw, which transmitted the goods to the Polish Red Cross Society. The local committees of this organisation took charge of the distribution of relief to the various beneficiaries.

Rumania: The first consignment went through Istanbul, the second, following the same route, reached Bucharest in November 1945. The last consignment, via Haifa, then Constanza, reached Bucharest in July 1946.

These three shipments were addressed to the I.R.C.C. delegation at Bucharest, and distribution was made by the Rumanian Red Cross Society and various other Government organisations and private institutions.

Yugoslavia: The first consignment reached Dubrovnik in March 1945, the second arrived at Split in June 1945, the third went via Trieste and reached Belgrade at the beginning of 1946. The last delivery also went by this route and reached Belgrade in June 1946.

All the relief intended for Yugoslavia was addressed to the Yugoslav Red Cross Society. From the month of November 1945, the goods were forwarded to Ljubljana, in the north-west of Yugoslavia. They were taken in charge by the Yugoslav Red Cross which had a large warehouse and a big staff in that town.

"Set trains" arriving at Ljubljana could be split up into several small convoys which were sent off to the different local committees of the Yugoslav Red Cross.
GOODS SENT BY THE JOINT RELIEF COMMISSION ON BEHALF OF THE SOUTH AFRICAN RED CROSS

<table>
<thead>
<tr>
<th>Country</th>
<th>Boiled sweets</th>
<th>Tinned vegetables</th>
<th>Clothing</th>
<th>Shoes</th>
<th>Guavite tablets</th>
<th>Tinned meat</th>
<th>Dried soup</th>
</tr>
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<tbody>
<tr>
<td>Albania</td>
<td>20</td>
<td>500</td>
<td>—</td>
<td>3</td>
<td>5</td>
<td>—</td>
<td>1 125</td>
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<td>—</td>
<td>1 392</td>
<td>—</td>
<td>4</td>
<td>115</td>
<td>10</td>
<td>2 200</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>15</td>
<td>—</td>
<td>4</td>
<td>115</td>
<td>10</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Germany</td>
<td>—</td>
<td>1 377</td>
<td>—</td>
<td>—</td>
<td>37</td>
<td>100</td>
<td>4 013</td>
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<tr>
<td>Greece</td>
<td>24</td>
<td>—</td>
<td>—</td>
<td>37</td>
<td>—</td>
<td>—</td>
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<td>Hungary</td>
<td>—</td>
<td>647</td>
<td>—</td>
<td>199</td>
<td>20</td>
<td>80</td>
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</tr>
<tr>
<td>Poland</td>
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<td>11</td>
<td>161</td>
<td>20</td>
<td>—</td>
<td>100</td>
</tr>
<tr>
<td>Rumania</td>
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<td>—</td>
<td>100</td>
<td>—</td>
<td>—</td>
<td>30</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>65</td>
<td>—</td>
<td>37</td>
<td>215</td>
<td>55</td>
<td>—</td>
<td>2 030</td>
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<tr>
<td><strong>Totals</strong></td>
<td>124</td>
<td>3 966</td>
<td>52</td>
<td>793</td>
<td>167</td>
<td>310</td>
<td>12 148</td>
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</table>

<table>
<thead>
<tr>
<th>Country</th>
<th>Powdered soap</th>
<th>Jam and marmalade</th>
<th>Sardines</th>
<th>Dehydrated vegetables</th>
<th>Hospital and medical clothing</th>
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<tbody>
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<td>735</td>
<td>—</td>
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<td>38</td>
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<td>1 004</td>
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<td>105</td>
<td>487</td>
<td>40</td>
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<td>Bulgaria</td>
<td>800</td>
<td>—</td>
<td>—</td>
<td>15</td>
<td>50</td>
</tr>
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<td>75</td>
<td>38</td>
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</tr>
<tr>
<td>Hungary</td>
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<td>105</td>
<td>486</td>
<td>20</td>
</tr>
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<td>80</td>
<td>—</td>
<td>10</td>
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<tr>
<td>Poland</td>
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<td>—</td>
<td>115</td>
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</tr>
<tr>
<td>Rumania</td>
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<td>—</td>
<td>50</td>
<td>—</td>
<td>40</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>2 551</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>20</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>10 860</td>
<td>183</td>
<td>530</td>
<td>973</td>
<td>143</td>
</tr>
<tr>
<td>Country</td>
<td>Medicaments</td>
<td>Diptheria serum</td>
<td>Disentery serum</td>
<td>Plague serum</td>
<td>Anti-gangrene serum</td>
</tr>
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<td>-------------</td>
<td>----------------</td>
<td>-----------------</td>
<td>--------------</td>
<td>---------------------</td>
</tr>
<tr>
<td>Albania</td>
<td></td>
<td>16 000</td>
<td>2 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Austria</td>
<td>1 743</td>
<td>16 000</td>
<td>2 000</td>
<td></td>
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</tr>
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<td>16 000</td>
<td></td>
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<td>France</td>
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<td>16 000</td>
<td>4 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Germany</td>
<td>1 905</td>
<td>16 000</td>
<td>25 000</td>
<td>16 000</td>
<td>63 000</td>
</tr>
<tr>
<td>Greece</td>
<td>950</td>
<td>16 000</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Hungary</td>
<td>460</td>
<td>16 000</td>
<td>12 000</td>
<td></td>
<td>2 000</td>
</tr>
<tr>
<td>Italy</td>
<td></td>
<td>16 000</td>
<td>1 000</td>
<td></td>
<td>1 000</td>
</tr>
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<td>Netherland</td>
<td></td>
<td></td>
<td>7 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Poland</td>
<td>525</td>
<td>16 000</td>
<td>12 400</td>
<td>2 000</td>
<td>2 400</td>
</tr>
<tr>
<td>Roumania</td>
<td>675</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>795</td>
<td>16 000</td>
<td></td>
<td></td>
<td>2 000</td>
</tr>
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<td>Sundries</td>
<td>3</td>
<td></td>
<td>20 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>7 736</td>
<td>144 000</td>
<td>78 400</td>
<td>18 000</td>
<td>70 400</td>
</tr>
</tbody>
</table>
4. First Irish Donation.

I. First Mission to Ireland.

In May 1945, the Prime Minister of Ireland, during a meeting of Parliament, declared in the name of the Irish Government that the latter had decided to make large gifts in kind to aid the unfortunate populations in Europe.

The situation in all the devastated areas of Europe at that time was little short of catastrophic. As a result of the recent military operations the harvests had been lost in many areas. Finally, lack of transport facilities prevented the normal distribution even of the most necessary goods.

Moved by the particularly tragic situation of the devastated countries, the Irish Government stated that it was ready to make available goods to the value of about 3,000,000 sterling, as a contribution towards the relief of Europe.

A short time afterwards, an I.R.C.C. delegate, representing the Joint Commission in London, who went to Ireland on mission to visit the Irish Red Cross, contacted the authorities of the country in order to solicit their support for the relief of war victims. This delegate pointed out in particular the critical situation of the population in Eastern and Central Europe; he also explained the method of work of the Joint Commission and of the I.R.C.C. delegations already in the stricken countries, a method which allowed of control over all distribution of relief which might be sent.

As a result of these interviews, the Irish Government decided to divide its gift into five equal parts, the first four for despatch directly to France, Belgium, Holland and Italy respectively, the fifth being entrusted to the Joint Commission for distribution to countries in the east and centre of Europe. The gift was to consist especially of bacon, tinned meat, butter, condensed milk and dried milk (powder), cheese, sugar, blankets, etc., representing a total of 3,000 tons of supplies worth approximately 10 million Swiss francs.

The organisation and distribution of this relief gave rise to various problems for solution by the Joint Commission.

In the first place, the Joint Commission had to solve the problem of transport from Ireland to Switzerland, which had to be effected
via Bayonne, and necessitated various measures for obtaining rolling-stock, then very scarce in France.

On the other hand, a distribution plan had to be drawn up, taking into account not only the needs of the different beneficiary countries, but also transport possibilities. Moreover, the Joint Commission had to take into consideration the nature of the goods for which it was responsible. Thus, butter, bacon and cheese which had to be eaten within a fairly limited time, could not be sent to countries other than those near Switzerland, in order to obviate the danger of its becoming unfit for consumption after a long journey.

The Joint Commission had also to obtain authority to send large consignments of relief to countries under Allied control. Indeed, up till then, it had been impossible to import into Germany or Austria any but the smallest quantities of goods. Thanks to the support of the I.R.C.C. and its delegations, which immediately entered into negotiations with the occupying authorities, the matter was solved within a relatively short time.

Lastly, the question of the transport of goods from Switzerland to various beneficiary countries was not the least important. Not only were the railway lines often destroyed, but there was a scarcity of wagons and railway engines.

Nevertheless, all obstacles were at last overcome, and the Irish Gift, 1945, was distributed in conditions as good as could be expected.

2. Second Mission to Ireland.

In October of the same year, the Secretary of the Joint Commission went to Dublin to thank the Irish Government for its very generous donation, and to settle a number of technical questions.

At the same time, he submitted a plan of allocation for the goods made available to the Joint Commission, to which the Irish Authorities agreed. This plan was supported by a report on the situation in all the countries of Europe in the Autumn of 1945, information concerning the state of the routes and means of transport, etc.

Many different problems were also discussed during a number of interviews with the highest officials in the country: by which means goods could be forwarded in security; obtaining "Navicerts";
the search for tin, which was lacking in Ireland, but was necessary for the manufacture of tins for meat; insurance of the goods; the contribution of the Irish Government towards the expenses of the Joint Commission, etc.

Finally, the Joint Commission's representative assured the Irish Authorities that they would receive regular reports on the use made of their donation, and he suggested that Irish delegates might come frequently to Geneva in order to maintain close contact with the Joint Commission.

3. Allocation of the gifts.

A. Albania: Albania received the following goods:

- Condensed milk .................. 10 tons
- Sugar .......................... 50 »
- Stockings ...................... 450 pairs
- Blankets ....................... 550

These goods were forwarded in two trains, the first at the end of December 1945, the second in March 1946, to the station at Bitolj. The goods were unloaded there and stored for a few days in the warehouses of the Albanian Economic Mission, then despatched by road on lorries to Tirana where they were handed over to the Albanian Red Cross which attended to their distribution.

The transportation of these goods was particularly difficult because the Albanian Red Cross had no lorries.

In August 1946, a special delegate was sent by the Joint Commission to Albania to control the use being made of the first Irish donation.

B. Austria: This country received the following goods:

- Bacon ......................... 68 tons
- Butter ......................... 105 »
- Malted milk ................... 0.5 »
- Cheese ........................ 10 »
- Condensed milk ............... 55 »
- Dried milk ...................... 3 »
- Sugar .......................... 127 »
- Stockings ...................... 1200 »
- Blankets ....................... 500
- Underwear ..................... 10 bales
All this relief was despatched in six convoys at intervals between the months of December 1945 and May 1946.

Most of the allocation took place in Vienna, in Lower Austria or in the Salzburg area. All the consignments were addressed to the I.R.C.C. delegation in Vienna.

C. **Bulgaria:** The second consignment for Yugoslavia and Albania, in March 1946, also included goods for Bulgaria, as follows:

<table>
<thead>
<tr>
<th>Item</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Condensed milk</td>
<td>40 tons</td>
</tr>
<tr>
<td>Sugar</td>
<td>50 »</td>
</tr>
<tr>
<td>Blankets</td>
<td>900</td>
</tr>
<tr>
<td>Stockings</td>
<td>900 pairs</td>
</tr>
</tbody>
</table>

These goods were addressed to the Bulgarian Red Cross which undertook to distribute them to hospitals, childrens' homes, etc.

D. **Germany:** The following table shows the total amount of goods sent to this country:

<table>
<thead>
<tr>
<th>Item</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bacon</td>
<td>92 tons</td>
</tr>
<tr>
<td>Butter</td>
<td>95 »</td>
</tr>
<tr>
<td>Malted milk</td>
<td>2 »</td>
</tr>
<tr>
<td>Cheese</td>
<td>40 »</td>
</tr>
<tr>
<td>Condensed milk</td>
<td>95 »</td>
</tr>
<tr>
<td>Milk powder</td>
<td>12 »</td>
</tr>
<tr>
<td>Sugar</td>
<td>1045 »</td>
</tr>
<tr>
<td>Stockings</td>
<td>6430 pairs</td>
</tr>
<tr>
<td>Blankets</td>
<td>4800</td>
</tr>
<tr>
<td>Gloves</td>
<td>1 bale</td>
</tr>
<tr>
<td>Underwear</td>
<td>15 bales</td>
</tr>
<tr>
<td>Stoves</td>
<td>100</td>
</tr>
</tbody>
</table>

**French Zone:** The following articles were sent to this zone:

<table>
<thead>
<tr>
<th>Item</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bacon</td>
<td>92 tons</td>
</tr>
<tr>
<td>Butter</td>
<td>70 »</td>
</tr>
<tr>
<td>Cheese</td>
<td>20 »</td>
</tr>
<tr>
<td>Milk powder</td>
<td>9 »</td>
</tr>
<tr>
<td>Sugar</td>
<td>100 »</td>
</tr>
<tr>
<td>Stockings</td>
<td>1500 pairs</td>
</tr>
<tr>
<td>Blankets</td>
<td>600</td>
</tr>
</tbody>
</table>
These goods were distributed among the towns of Fribourg-im-Breisgau, Ludwigshafen, Trèves, Schwenningen, Lörrach and Saarbrücken. They were handed over to the local relief committees who undertook to distribute them to hospitals and orphanages, or to canteens.

**British Zone:** The articles were divided among the towns of Düsseldorf, where they were received by the Local Relief Committee and various relief organisations, and München-Gladbach where they were handed over to the mayor. The total quantity sent to this zone was 100 tons of condensed milk and 100 tons of sugar.

**American Zone:** The following deliveries were sent to this zone:

- **Stuttgart:** Sugar ........... 168 tons
- Underwear ................ 15 bales
- **Hof:** Sugar ........... 30 tons
- Condensed milk ........ 4 »

In this zone the goods provided through the Irish donation were more particularly assigned to refugee camps.

The deliveries for Stuttgart were divided between the local Red Cross Committees of Bremen, Württemberg, Grand-Hesse, Mannheim and Bavaria.

The sugar and condensed milk sent to Hof were handed over to religious institutions in the area.

**Berlin:** At the end of December 1945, the International Red Cross Committee delegate in Berlin obtained permission to distribute relief in this town to children, sick people and the aged. A first trainload of goods provided through the Irish donation arrived during January 1946, a second in February and a third in May. The total thus delivered included:

- Malted milk ................. 2 tons
- Cheese ........................ 20 »
- Condensed milk ........... 14 »
- Dried milk .................. 3 »
- Sugar .......................... 345 »
Stockings . . . . . . . . . . 5,580 pairs
Blankets . . . . . . . . . . 4,200
Gloves . . . . . . . . . . 1 bale

The I.R.C.C. delegation in Berlin took delivery of the goods and handed them over to the "Central Public Health Office of Berlin", which deposited them in its own warehouses. All distribution was checked by the I.R.C.C. delegation.

Russian Zone: When the second train intended for Berlin reached this town in February 1946, it was decided to keep part of the delivery for distribution in the Russian Zone.

Negotiations with the Russian Authorities having resulted in agreement being reached in April, it was possible to distribute the Irish donation relief under the supervision of "The Central Administration for Displaced Persons". There were 302 tons of sugar, 8 tons of condensed milk and 100 stoves.

E. Hungary: Vienna could not be reached by rail until the end of 1945, but it was not until January 1946 that a first relief train reached Budapest, carrying, in particular, 167.5 tons of sugar provided by the Irish donation.

Further consignments of Irish goods were made in February, March and April of the same year. Details are given below:

- Malted milk . . . . . . . . . . 1 ton
- Condensed milk . . . . . . . . . . 65 tons
- Sugar . . . . . . . . . . 275 »
- Stockings . . . . . . . . . . 1,800 pairs
- Blankets . . . . . . . . . . 1,800

These goods were divided between the Ministry of Social Assistance, municipal relief organisations, religious and private organisations, the Hungarian Red Cross, the Town Hall at Budapest, hospitals and clinics, and various charitable societies. The I.R.C.C. delegation at Budapest itself undertook many of the allocations.

F. Italy: Italy had already received direct from Ireland one-fifth of the 1945 donation. Although this country was not included in the distribution plan drawn up by the Joint Commission, it nevertheless received small consignments taken from stock at Geneva, in response to special requests.
The University of Milan obtained 800 kgs. of condensed milk and also 2500 kgs. of sugar. Finally, 8 tons of condensed milk were forwarded to the destitute in Turin. Distribution of these goods was entrusted mainly to the E.N.D.S.I., more especially of goods intended for universities controlled by the European Students’ Relief Fund.

**Balance.** A little over two tons of sugar, remaining out of the 1945 Irish gift, was divided among the branches of the U.I.S.E. at Klagenfurt in Austria, and at Munich in Germany, the Sanitary Depôt of the Joint Commission and the refugee camps of Lichtenstein.

**G. Poland:** A first consignment of Irish goods for Poland was forwarded by train to Metz at the beginning of 1946. Owing to countless transport difficulties and to the scarcity of rolling-stock, they were kept in a depôt at Metz for more than a month, and were then attached to a hospital train which reached Warsaw direct via Germany. The second consignment, in March 1946, was loaded on a Swiss repatriation train returning Polish civilian and military internees to their country. A similar train carried the third consignment in April. Finally, at the end of that month, a train formed by the *Don suisse* was used to take the Irish relief goods.

Details of the relief sent to the Polish Red Cross are as follows:

<table>
<thead>
<tr>
<th></th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Condensed milk</td>
<td>184 tons</td>
</tr>
<tr>
<td>Stockings</td>
<td>6,600 pairs</td>
</tr>
<tr>
<td>Blankets</td>
<td>6,100</td>
</tr>
<tr>
<td>Knitting wool</td>
<td>3.2 tons</td>
</tr>
<tr>
<td>Underwear</td>
<td>18 bales</td>
</tr>
</tbody>
</table>

The Polish Red Cross itself undertook to distribute these goods to its local committees or direct to hospitals, sanatoria, children’s homes, etc.

**H. Rumania:** It was at the end of April 1946 that the goods provided through the Irish donation for Rumania arrived in Bucarest, after more than a month on the way via Marseilles, Naples and Constanza. The following is the list of goods sent to this country:
Condensed milk ....................................... 40 tons
Sugar .............................................................. 80 »
Stockings .................................................. 1 200 pairs
Blankets....................................................... 2 000
Gloves ................................................... 2 bales
Underwear............................................... 10 »

The goods were distributed by the Rumanian Red Cross, the Ministry of Social Assistance and the Ministry of Public Health, in accordance with a plan drawn up by the Rumanian Red Cross and under the control of this organisation.

I. Yugoslavia: The following goods were sent to Yugoslavia:

Malted milk . . . . . . . . . . . . . . . . 1.5 tons
Condensed milk . . . . . . . . . . . . . . . . . . . . . . . . 30 »
Sugar ....................................................... 365 »
Stockings .................................................. 2 100 pairs
Blankets....................................................... 3 350
Knitting wool ............................................ 2.3 tons
Gloves ................................................... 2 bales

They were forwarded in two trains, the first of which arrived at the beginning of 1945, and the second at the end of March of the same year.

The relief was addressed to the Central Committee of the Yugoslav Red Cross at Belgrade, which allocated them among various local committees in Serbia, Bosnia-Herzegovina, Croatia, Slovenia, Macedonia and Montenegro.

5. Second Irish Donation (1946)

i. General Remarks and Third Mission to Ireland.

In the Spring of 1946, a representative of the Joint Commission went again to Dublin to submit a detailed report on the allocation of the goods which the Government of Ireland had entrusted to the Joint Commission in 1945.

With the distribution plan was a list of the deliveries already made, statistics concerning the movement of goods after leaving
Geneva, the first reports regarding distribution, photographs and letters of thanks.

During many meetings with the Irish Authorities, the Joint Commission's representative gave details of the work accomplished by the Commission in its efforts to carry out the task which had been entrusted to it, the obstacles which had had to be overcome, and the great satisfaction with which this relief had been welcomed by the beneficiaries. He also outlined the enormous work still to be done to relieve the acute distress of the people in most of the countries of Europe.

The Irish Authorities were anxious too, to help the people of Europe in their plight, and having recognised the value of the control measures adopted by the Joint Commission, which made it possible to organise relief with a minimum of loss and to ensure impartial distribution, decided to entrust to the Joint Commission the whole of a further donation which was to include, in particular, sugar, bacon, tinned meat, condensed milk, dried milk, cheese, blankets, clothing, bedding, household utensils, sanitary material, cloth, etc.

This second donation was to be sent to Geneva in instalments throughout 1946. The Irish Authorities requested that it should also be allocated to Central and Eastern Europe, as well as to Italy and France.

Later, however, the Irish Authorities decided to send the goods intended for them direct to these two countries, without passing through the Joint Commission.

The Joint Commission's representative also had the opportunity during this mission of discussing certain technical alterations likely to improve methods of transport, in particular, the drawing-up of bills of lading permitting the contents of the parcels to be immediately ascertained without their having to be opened in Geneva. This obviously helped to speed up the despatch of relief.

In May 1946, goods provided through the new Irish donation began to arrive at Bayonne, whence they were forwarded to Geneva. Up to the end of October, 17 ships had carried 9,743 tons of goods.

The journey from Bayonne to Geneva took about a week. The departure of each boat was announced by telephone to the Joint Commission, which advised its transit agent in Bayonne and were able to get their warehouses in Geneva ready to take delivery of each
consignment. As a rule, the goods remained in store in Geneva for about a fortnight before being forwarded to the beneficiaries. Nevertheless, it occasionally happened that, owing to transport difficulties, some consignments had to be kept longer in stock.

The Economic Service of the Joint Commission prepared plans for the distribution of each consignment which arrived from Dublin. These plans came under the general scheme submitted to the Irish Authorities, to which they had agreed for the 1946 donation as a whole.

Lists of the goods which it was proposed to send to each country were next communicated to the national relief institutions charged with their distribution. These institutions were to submit to the Joint Commission a detailed plan for distribution based on these lists, before even receiving the goods.

Despatch was carried out in good conditions, since the losses recorded amounted to only 1.5 per thousand of the total volume of goods.

A reserve was built up at the Joint Commission's depots in Geneva, consisting principally of sugar, condensed milk and dried milk, milk powder, cheese and blankets; these goods were for delivery in any cases of emergency which might be brought to the notice of the Joint Commission.

We give below a brief account of the allocation of Irish goods to the various countries of Europe. The value indicated is calculated on an estimate of Swiss market prices at the time consignments reached the Joint Commission. It would, in fact, have been no easy matter to give the Irish prices, even had they been known, as they would have had to be converted into Swiss francs at the current rate of exchange. Furthermore, the Government of Ireland added to the goods purchased considerable quantities of second-hand clothing and household utensils for which no price could be fixed.

The last shipload of Irish goods for the Joint Commission reached Bayonne on 29 March, 1947.

This relief was forwarded to 17 countries, and the last consignments left Switzerland in June 1947.

In November 1946, a representative of the Council, accompanied by the Secretary of the Joint Commission, went to Dublin to examine with the Government of Ireland the feasibility of entrust-
ing to another organisation the allocation and despatch of relief still to leave Ireland, since the work of the Joint Commission was to cease on 31 December, 1946.

The Government of Ireland therefore agreed that the Joint Commission's mandate should be transferred to the International Centre for Relief to Civilian Populations recently set up in Geneva, and that the latter should be asked to take over part of the work carried on up to then by the Joint Commission.

From that date, therefore, the responsibility for allocating and despatching Irish relief fell to the International Centre for Relief.


A. Albania: In the Spring of 1946, when the Albanian Red Cross sent appeals to the Joint Commission, no funds were available for any work of relief in aid of that country. The Irish donation goods enabled consignments of food, and especially blankets which were scarce in the extreme, to be forwarded in the middle of the Summer.

Though the first consignment was addressed to the Yugoslav Red Cross at Ljubljana for transmission to the Albanian Red Cross, it was possible to make subsequent deliveries direct to this Society, which acknowledged the receipt of all goods which left Switzerland between 18 July, and 6 February, 1947.

The relief sent by the Joint Commission to Albania in the name of the people of Ireland included (with quantities and value) the following:

<table>
<thead>
<tr>
<th>Item</th>
<th>Quantity</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sugar</td>
<td>158,138</td>
<td>168,838 Sw. frs.</td>
</tr>
<tr>
<td>Condensed milk</td>
<td>25,500</td>
<td>49,150 »</td>
</tr>
<tr>
<td>Blankets (2040)</td>
<td>2,979</td>
<td>30,600 »</td>
</tr>
<tr>
<td>Mattresses (150)</td>
<td>1,800</td>
<td>3,000 »</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>188,417 kgs.</strong></td>
<td><strong>241,588 Sw. frs.</strong></td>
</tr>
</tbody>
</table>

B. Austria: From 15 June 1946, Vienna received relief from the second Irish donation. The situation there was serious, and more than 500 tons of goods were sent there within a few days. Then other areas were helped, and the cities of Graz, Salzburg and Innsbruck received further consignments.

These comprised, in particular, milk foods, which were entirely lacking in the country, bacon, and a certain quantity of textiles.
These deliveries were addressed to the I.R.C.C. delegations in Austria and were allocated by them to distributing organisations whose work was checked. The last delivery took place on 7 June 1947.

The weight and value of the consignments were as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Weight (kgs)</th>
<th>Value (Sw. frs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>1 581 805</td>
<td>3 206 625</td>
</tr>
<tr>
<td>Textiles</td>
<td>567 31 »</td>
<td>413 915 »</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>10 »</td>
<td>100 »</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1 738 546 kgs.</strong></td>
<td><strong>3 620 640 Sw. frs.</strong></td>
</tr>
</tbody>
</table>

C. **Bulgaria**: A certain quantity of goods was sent to Bulgaria and put at the disposal of the Bulgarian Red Cross, following evidence which the Joint Commission’s representative had obtained in this country.

Consignments of food included mainly sugar. Blankets (4 560) and mattresses (300) were also included. The last delivery was dated 23 January 1947.

The weight and value of consignments were as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Weight (kgs)</th>
<th>Value (Sw. frs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>436 406</td>
<td>440 156</td>
</tr>
<tr>
<td>Textiles</td>
<td>19 390 »</td>
<td>171 600 »</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>455 796 kgs.</strong></td>
<td><strong>611 756 Sw. frs.</strong></td>
</tr>
</tbody>
</table>

D. **France**: Although France received direct, through the Joint Commission, her share of the second Irish donation, a few deliveries were made to help some groups of destitute people whose situation called for emergency relief for which no donor had been found.

These goods were addressed to the competent I.R.C.C. delegations. The weight and value was as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Weight (kgs)</th>
<th>Value (Sw. frs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>14 055</td>
<td>22 261</td>
</tr>
<tr>
<td>Textiles</td>
<td>2 940 »</td>
<td>5 880 »</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>16 995 kgs.</strong></td>
<td><strong>28 141 Sw. frs.</strong></td>
</tr>
</tbody>
</table>

E. **Germany**: Despatch of Irish relief for Germany continued regularly from July 1946 to the Spring of 1947.
**American Zone.** Consignments intended for this zone were addressed to the *Zentral Ausschuss* at Stuttgart, which acknowledged receipt. These included, especially, sugar, bacon and blankets.

The weight and value of these goods were:

<table>
<thead>
<tr>
<th>Type</th>
<th>Weight</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>260 281 kgs.</td>
<td>491 900 Sw. frs.</td>
</tr>
<tr>
<td>Textiles</td>
<td>5 022 »</td>
<td>51 900 »</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>265 303 kgs.</td>
<td>543 800 Sw. frs.</td>
</tr>
</tbody>
</table>

**British Zone.** Reception of consignments in the British Zone was undertaken by the I.R.C.C. delegation at Vlotho.

The industrial centres of Düsseldorf, München-Gladbach and Essen received large quantities of food from the month of June 1946. Besides food, household utensils, blankets and mattresses and unspun wool were distributed to the destitute in the bombed towns.

Deliveries covered a period between 27 June 1946 and 25 April 1947.

The weight and value of the relief forwarded were:

<table>
<thead>
<tr>
<th>Type</th>
<th>Weight</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>1 461 785 kgs.</td>
<td>2 120 630 Sw. Frs.</td>
</tr>
<tr>
<td>Textiles</td>
<td>6 290 »</td>
<td>65 400 »</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>684 130 kgs.</td>
<td>988 340 Sw. frs.</td>
</tr>
</tbody>
</table>

**French Zone:** The French Zone includes the agricultural areas where, without exception, distress was less serious than in the towns. Consignments of Irish goods were therefore intended for the cities of Coblenz, Friburg, Neustadt and Sarrebrück. They included sugar, condensed milk and bacon, as well as two lots of blankets. The last consignment was dated 14 May 1947.

These consignments were addressed to the I.R.C.C. delegation at Baden-Baden, which checked the allocation and distribution.

The weight and value of the goods forwarded were:

<table>
<thead>
<tr>
<th>Type</th>
<th>Weight</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>677 840 kgs.</td>
<td>922 940 Sw. frs.</td>
</tr>
<tr>
<td>Textiles</td>
<td>6 290 »</td>
<td>65 400 »</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>684 130 kgs.</td>
<td>988 340 Sw. frs.</td>
</tr>
</tbody>
</table>

**Berlin.** Berlin received a large share of the Irish relief. This is accounted for by the size of the city itself. But deliveries were used also for the refugees which came through the town, and part of them were allocated also to the Soviet Zone.
Milk products, bacon and tinned meat from Switzerland also reached Berlin at the same time as 20,000 blankets and pieces of textile goods. The last delivery was dated 11 April 1947.

The weight and value of relief delivered were as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Weight (kgs)</th>
<th>Value (Sw. frs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>200,065</td>
<td>2,271,171</td>
</tr>
<tr>
<td>Textiles</td>
<td>62,961</td>
<td>571,070</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>263,021</strong></td>
<td><strong>2,842,241</strong></td>
</tr>
</tbody>
</table>

In all, Germany received 3,328,955 kgs. of goods, valued at Sw. frs. 7,189,937, as part of the 1946 Irish donation.

F. **Greece:** Part of Irish donation relief went to Greece, particularly for the creation and maintenance of a children's home. Besides clothing and blankets, consignments included milk products and sugar. The last left Switzerland on 15 October 1946.

The weight and value of these consignments were:

<table>
<thead>
<tr>
<th>Description</th>
<th>Weight (kgs)</th>
<th>Value (Sw. frs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>865,000</td>
<td>958,500</td>
</tr>
<tr>
<td>Textiles</td>
<td>33,255</td>
<td>201,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>898,255</strong></td>
<td><strong>1,159,500</strong></td>
</tr>
</tbody>
</table>

G. **Hungary:** From July 1946, it was possible for the Joint Commission to send relief to Hungary via Vienna, where the I.R.C.C. delegation took over the work of despatch.

At that time, the situation in Budapest was difficult. Thousands of bombed-out persons were awaiting relief. For this reason, besides large quantities of food, consignments included 3,000 mattresses and over 10,000 blankets. Gifts of household utensils enabled the people's kitchens to carry on, part of the population relying upon these for their food. The last consignment was dated 10 February 1947.

From the middle of December 1946, relief was addressed to the Ministry of Food which took over the responsibility for distributing it under the control of the I.R.C.C. delegate.

Consignments for Hungary weighed and were valued at:

<table>
<thead>
<tr>
<th>Description</th>
<th>Weight (kgs)</th>
<th>Value (Sw. frs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>1,149,941</td>
<td>1,348,995</td>
</tr>
<tr>
<td>Textiles</td>
<td>81,048</td>
<td>676,575</td>
</tr>
<tr>
<td>Miscellaneous material</td>
<td>10,098</td>
<td>64,600</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,241,897</strong></td>
<td><strong>2,072,170</strong></td>
</tr>
</tbody>
</table>
H. Poland: Delegates of the Irish Red Cross, accompanied by a representative of the Joint Commission, had been able, in May 1946, to get an idea of the vast needs of Poland. Consignments for this country were addressed either direct to the Polish Red Cross, or to the I.R.C.C. delegation, which delivered them to the beneficiary organisation. Deliveries included more than 35,000 blankets, clothing and textiles, milk products, bacon and tinned meat, in addition to a fairly large quantity of household utensils. The last delivery left Switzerland on 10 February 1947.

The following are the weight and value of the relief despatched:

<table>
<thead>
<tr>
<th>Type of Goods</th>
<th>Weight (kgs)</th>
<th>Value (Sw. frs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>401,000</td>
<td>800,000</td>
</tr>
<tr>
<td>Textiles</td>
<td>196,136</td>
<td>2,041,440</td>
</tr>
<tr>
<td>Miscellaneous material</td>
<td>10,727</td>
<td>49,445</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>607,863</strong></td>
<td><strong>2,890,885</strong></td>
</tr>
</tbody>
</table>

I. Rumania: From having been one of the markets where relief organisations could obtain supplies, Rumania was by now, owing to war and drought, gradually reduced to distress.

From October 1946 until 7 February 1947, consignments left for this country. They were addressed either to the Allocation of Relief Committee in Bucarest, or to the I.R.C.C. delegation in that city.

The weight of these goods and their value were as follows:

<table>
<thead>
<tr>
<th>Type of Goods</th>
<th>Weight (kgs)</th>
<th>Value (Sw. frs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>238,002</td>
<td>439,572</td>
</tr>
<tr>
<td>Textiles</td>
<td>35,620</td>
<td>214,590</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>273,622</strong></td>
<td><strong>654,162</strong></td>
</tr>
</tbody>
</table>

J. Yugoslavia: Out of the second Irish donation, Yugoslavia received milk products, sugar and more than 25,000 blankets, 2,300 mattresses and clothing. These gifts were used in the many children's homes where orphans and abandoned children were taken care of.

Consignments were addressed to the Yugoslav Red Cross, and the last left Switzerland on 15 March 1947.

Their weight and value were:
Food ...................................... 1 279 106 kgs. 1 363 096 Sw. frs.
Textiles ............................ 69 035 » 438 840 »
Total ............................... 1 348 141 kgs. 1 801 936 Sw. frs.

Allocation of the Second Irish Donation

Summary.

<table>
<thead>
<tr>
<th>Location</th>
<th>Weight (kgs)</th>
<th>Value (Sw. Frs.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Albania</td>
<td>186 417</td>
<td>241,588</td>
</tr>
<tr>
<td>Austria</td>
<td>1 638 546</td>
<td>3 620 640</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>455 796</td>
<td>611 756</td>
</tr>
<tr>
<td>France</td>
<td>16 955</td>
<td>28 141</td>
</tr>
<tr>
<td>Germany</td>
<td>2 328 955</td>
<td>7 189 937</td>
</tr>
<tr>
<td>Greece</td>
<td>898 255</td>
<td>1 159 500</td>
</tr>
<tr>
<td>Hungary</td>
<td>1 241 897</td>
<td>2 072 170</td>
</tr>
<tr>
<td>Poland</td>
<td>607 863</td>
<td>2 890 885</td>
</tr>
<tr>
<td>Rumania</td>
<td>273 622</td>
<td>654 162</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>1 348 141</td>
<td>1 801 936</td>
</tr>
<tr>
<td>Total</td>
<td>10 043 447</td>
<td>20 270 715</td>
</tr>
</tbody>
</table>

The generosity of the people and Government of Ireland made it possible to allocate to the countries of Europe (not taking into account the goods sent direct in 1945) to France, Belgium, Holland and Italy, and in 1946 to France and Italy — more than 13,000 tons of food, textiles and miscellaneous material, to the total value of nearly 30 million Swiss francs.

6. Donations from German and Austrian Prisoners of War in the U.S.A.

Among the large donations given by Red Cross Societies, it may be of interest to make special mention of the donation from German and Austrian prisoners of war in the United States, which was collected in a very extraordinary manner.

In Autumn 1945, the I.R.C.C. delegation at Washington informed Geneva that large sums had been put at its disposal by Ger-
German prisoners-of-war in camps all over the U.S.A., and that further sums were to come. The American Authorities could not allow the German prisoners-of-war to express their desire for any particular assignment of their donations, which were to be put at the disposal of the I.R.C.C. Various wishes had, nevertheless, been expressed during the collection of this large sum. From the letters accompanying the funds on their remittance to the Washington delegation, it was gathered that many of the prisoners-of-war intended the money to be used for the purchase of relief for civilians in Germany. Other prisoners had expressed the wish that their comrades, who were prisoners of war in France, should benefit by the collection. The Austrian people, and in general, all the war victims in Europe, without distinction of nationality, were also to benefit by the donations. On the other hand, specified sums were expressly intended for relief work in aid of European children, victims in concentration camps, "displaced persons", the German and Austrian Red Cross, etc.

When the total sum was known, it was found that the fund collected by the German and Austrian prisoners of war in the U.S.A. amounted to nearly 2,000,000 dollars.

Of this sum the I.R.C.C. took 500,000 dollars as a reserve intended to cover excess expenditure on transport of clothes and personal effects of German prisoners of war on their repatriation to Europe. The remainder of the donation was shared between the I.R.C.C. and the Joint Commission, in agreement between the directors of these two institutions, so that the wishes of the donors might be carried out as far as possible. The Joint Commission's total share was thus 763,928 dollars.

The Joint Commission carefully considered the best means of utilising the funds thus put at its disposal, at the same time scrupulously respecting the wishes of the donors, and endeavouring to satisfy the most pressing needs of the different categories provided for. A general plan was submitted for the approval of the directorate of the I.R.C.C., which was trustee for the donors.

Thus, three quarters of the total funds which had been handed over were utilised in purchasing food and clothing—in the proportion of one-third for clothing and two-thirds for food—and the remaining one-fourth was used for the Pharmaceutical Service.
The funds were made available to the Joint Commission in four instalments. As soon as the first instalment was received—amounting to 58,000 dollars—a programme for the purchase and distribution of the goods was drawn up. The Food and Clothing Service which had a sum of 200,000 Sw. frs. at its disposal, despatched, in February 1946, 450 cases of tinned meat, which was divided among the cities of Hof, Berlin, Düsseldorf and Munich, 600 cases of sweetened condensed milk intended for Munich and Düsseldorf, 33 tons of dried milk for refugees from Schleswig-Holstein in Hanover, 270 dozen reels of cotton for Hamburg, and finally, 50 cases of tinned meat, intended for Czechoslovakia, which were consigned to Bratislava. These deliveries ended in May 1946.

In the meantime, another plan was being drawn up at the secretariat of the Joint Commission for the allocation of food and clothing purchased with the second instalment of the donation which, like the first, was submitted for the approval of the I.R.C.C. as representing the donors.

Following are details from some of the reports on the distribution of goods shipped by the Joint Commission in November 1946 to the French Zone in Germany, which will enable some idea to be formed of the extent of the relief made possible by this donation.

Freiburg-im-Breisgau having at that time received 6 tons of tinned meat, 8.7 tons of dried milk, 2 tons of herrings, 3.5 tons of pea flour and 3 tons of sardines, the Bureau of Assistance at Baden distributed them as follows:

55% was sent to Wurtemburg, i.e.:
30% to hospitals,
10% to children’s clinics,
10% to convalescent homes for repatriated prisoners at Biberach,
5% to certain special categories of civilian war victims.

The remainder, 45%, was divided among the following in the province of Baden:

Hospitals in Baden (15%).
Certain categories of war victims (10%).
Children’s clinics in Baden (5%).
Refugee camp at Offenburg (5%).
Transit camp for repatriated prisoners from Ravensburg (5%).
Lastly, 360 woollen blankets and 680 sleeping bags were sent to the Convalescent Home for Liberated Prisoners-of-war at Biberach.

Thus the allocation of 1,200 kgs. of dried milk, 800 kgs. of tinned meat and 200 kgs. of pea-flour to the town of Tubingen made it possible for the town to give help to 1,185 tuberculous children and adolescents in four sanatoria, 207 children in the university clinic of Tubingen, and 60 children at a hospice in Schremberg. This same consignment included also 600 tins of herrings, which were distributed among 300 seriously sick children in South Wurtemburg.

When the Joint Relief Commission was wound up, i.e., at the end of 1946, there was a sum of 700,000 Swiss francs still available for use out of the donation made by the German and Austrian prisoners-of-war in the U.S.A. The balance of the donation was then handed over to the International Centre for Relief to Civilian Populations which was instructed to utilise it in accordance with the wishes expressed by the donors.

### FOODSTUFFS AND CLOTHING BOUGHT WITH GIFTS OF GERMAN AND AUSTRIAN PRISONERS-OF-WAR IN THE UNITED STATES OF AMERICA

<table>
<thead>
<tr>
<th>Merchandise</th>
<th>Weight or quantity</th>
<th>Distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stewed steak</td>
<td>2,700 cases</td>
<td>Berlin, Hanover, Saarbrück, Freiburg-im-Breisgau, Coblenz, Neustadt.</td>
</tr>
<tr>
<td>Herrings</td>
<td>20 tons</td>
<td>Berlin, Hanover, Coblenz, Neustadt, Saarbrück, Freiburg-im-Breisgau.</td>
</tr>
<tr>
<td>Pea-flour</td>
<td>150 tons</td>
<td>Stuttgart, Berlin (Russian Zone), Hanover, Neustadt, Freiburg, Coblenz, Saarbrück.</td>
</tr>
<tr>
<td>Dried milk</td>
<td>70 tons</td>
<td>Berlin (Russian Zone), Hanover, Freiburg-im-Breisgau, Neustadt, Coblenz, Saarbrück.</td>
</tr>
<tr>
<td>Blankets</td>
<td>11,100</td>
<td>Munich, Stuttgart, Düsseldorf, Berlin, Neustadt, Freiburg, Saarbrück.</td>
</tr>
<tr>
<td>Sleeping bags</td>
<td>24,280</td>
<td>Three Western Zones of occupation, and Berlin.</td>
</tr>
<tr>
<td>Sardines</td>
<td>27 tons</td>
<td>Three Western Zones of occupation and Berlin.</td>
</tr>
<tr>
<td>Blankets</td>
<td>5,000</td>
<td>Vienna.</td>
</tr>
<tr>
<td>Sleeping bags</td>
<td>6,500</td>
<td>Vienna.</td>
</tr>
<tr>
<td>Sardines</td>
<td>6 tons</td>
<td>Czechoslovakia, in the camps.</td>
</tr>
<tr>
<td>Blankets</td>
<td>5,000</td>
<td>Czechoslovakia, in the camps.</td>
</tr>
<tr>
<td>Sleeping bags</td>
<td>6,500</td>
<td>Czechoslovakia, in the camps.</td>
</tr>
<tr>
<td>Sardines</td>
<td>6 tons</td>
<td>Czechoslovakia, in the camps.</td>
</tr>
<tr>
<td>Blankets</td>
<td>500</td>
<td>Camps in the South of France.</td>
</tr>
<tr>
<td>Sleeping bags</td>
<td>920</td>
<td>Camps in the South of France.</td>
</tr>
<tr>
<td>Sardines</td>
<td>1 ton</td>
<td>Camps in the South of France.</td>
</tr>
</tbody>
</table>
7. Swiss Donations for War Victims

I. General Remarks.

During 1944, the Allied powers, recognising the distress in which the populations of occupied countries would find themselves immediately after the liberation, created U.N.R.R.A., the funds of which were drawn from contributions by members of the United Nations.

Switzerland, by virtue of its traditional policy of neutrality, found it impossible to share in the work of U.N.R.R.A., that is to say, in an organisation in which only a group of the belligerents was represented. Switzerland nevertheless intended to co-operate to an even wider extent in the work already accomplished since 1943 of alleviating distress in the countries of Europe, and decided to create an *ad hoc* national organisation, which was called *Don suisse aux Victimes de la Guerre*.

The Federal Chambers approved the plan of the Swiss Government to provide a credit of 100 million Swiss francs for the new organisation. This sum was subsequently increased by supplementary credits to 137 million francs. Furthermore, a public collection produced 46 million francs.

The Joint Commission, which for four years had been dealing with relief to European civilians, showed special interest in the work which the *Don suisse* was about to undertake. The latter, on its side, had no intention of setting up an administrative or technical organisation to carry out the work of relief which it was financing. It was contemplated that the Swiss welfare institutions, having stood the test, could put forward their plans for carrying out the work assigned to them.

This was why it seemed at first indispensable to inform the Swiss parties concerned as to requirements as they were then known, in order that they might make plans on as exact data as possible.

In order to get in touch with these organisations, the Joint Commission published, under the title of "Contributions", a series of brochures summarising all the available information regarding individual areas.

Since 1941 the Joint Commission had transported a considerable quantity of goods in Europe. It had a highly trained staff well
versed in the difficulties of the work, and extensive connections. Its headquarters were in Switzerland. The Don suisse started, with a limited staff, on a very complicated task.

During the earliest interviews, the directors of the Don suisse were keenly interested in the possibilities of immediate action which the Joint Commission could offer.

After the inevitable preliminary experiments, the general lines of collaboration were defined and drawn up as follows:

Out of the sums entrusted to them by the Swiss Authorities and people, the Don suisse, after consideration of the plans submitted to it, or which it had itself prepared, voted a credit corresponding to the amount needed for carrying out the plans in question. The Swiss Relief organisations which accepted responsibility undertook to carry them out. The Don suisse reserved the right, however, to intervene directly, without necessarily passing through the Swiss Relief Organisations.

The Joint Commission undertook to despatch to their destination goods and material purchased through the Don suisse.

In the course of time, however, the Joint Commission's services ceased to be limited to this transport work. The Don suisse requested the Pharmaceutical Service of the Joint Commission to consider and to draw up plans for the despatch of medical supplies, to purchase them on its behalf, and to keep them in stock for its account. As the Don suisse plans very soon included the installation of maternity homes, dispensaries and hospitals, the Joint Commission set up a Sanitary Department which drew up or made plans, passed orders to the manufacturers and supervised installations abroad.

Lastly, the Don suisse entrusted the Joint Commission with the carrying out of certain purchases of food or textiles.

2. Activity of the Don suisse

The deliveries of the Don suisse might be classified under two headings. The first comprised direct aid: food, clothing, medicaments, huts, furniture, all relief intended to preserve human life by fighting hunger, cold and sickness.

The second included indirect relief, that is to say, relief calculated to enable the beneficiaries to help themselves; help in agriculture, despatch of tools, provision of surgical instruments, re-
organisation of hospitals and asylums, provision of teams of manual workers to help in reconstruction, etc.

The Don suisse gave special place in its programmes to Child Welfare, besides the relief given to destitute populations in general. Infant centres and day nurseries were set up, all of which were carried on by Swiss staff. The Don suisse also concerned itself with the upkeep of homes, holiday camps and school canteens.

Lastly, the Don suisse equipped medical missions for the campaign against epidemics, or to improve the health of the peoples in the areas particularly affected.

Don suisse consignments were sent to 17 different countries: France, Netherlands, Belgium, Italy, Yugoslavia, Austria, Germany, Luxemburg, Norway, Albania, Bulgaria, Hungary, Czechoslovakia, Poland, Finland, Greece, Rumania.

3. Remunerating the Joint Commission.

From the above cursory survey of the Joint Commission’s services to the Don suisse, some judgment may be formed of their diversity.

To cover the expenditure borne by the Joint Commission, it would not have been possible to have recourse to the usual procedure, i.e., to collect a percentage of the value of the goods transported. The work done by the Pharmaceutical Service, in fact, would not have been remunerated. It was necessary, therefore, in agreement with the Don suisse directors, to use other methods and to draw a distinction between the various payments. In order to facilitate the initiation of relief work, the Joint Commission waived any claim to reimbursement for services rendered to the Don suisse during the first six months of collaboration.

A convention was then drawn up, under the terms of which the Don suisse undertook to transmit monthly to the Joint Commission a fixed sum, the amount to be determined according to various factors. Account was to be taken both of the salaries of the Joint Commission’s collaborators wholly or partially employed in carrying out work in connection with the forwarding of Don suisse relief, and also of a percentage of general expenses. The share of the

1 Large sums were also used for covering expenses incurred in keeping tuberculous patients from various countries in Switzerland.
latter, including rent of premises, heating, lighting, telephone, etc., borne by the Don suisse, represented the fraction of the salaries due to the employees working for the latter organisation, in comparison with the total amount paid in salaries by the Joint Commission.

Furthermore, the rent of warehouses, where only Don suisse goods were deposited, was to be borne by the latter organisation.

Whenever the Don suisse instructed the Joint Commission to purchase on its behalf goods other than pharmaceutical products, it paid 2% for administrative expenses, like any other organisation.

The Don suisse activities increased as the Joint Commission's work increased, and, as had been agreed, the monthly payment to the latter was also made subject to modification.
XI

MISSIONS

The fact that the Joint Commission was often able to dispense with collaborators abroad was due to the fact that it was able to correspond with the delegations of the International Red Cross Committee and to entrust important work to these delegations. In London, Cairo, Berlin, Washington, Ankara and Sydney, it was able to find energetic and devoted fellow-workers, who gave it the best of their energies.

The Joint Commission was enabled to have recourse to them at all times, either for carrying out commercial transactions or for approaching government authorities, or on questions concerning the transport of gifts.

It should also be observed that, up to the end of hostilities, and even after, so far as occupied countries were concerned, all persons with authority from the Joint Commission were considered as delegates of the International Red Cross. This was in accordance with desires expressed by certain belligerent Powers, and such representatives enjoyed all facilities accorded to such delegates.

Nevertheless, on many occasions persons working for the Joint Commission, and in certain cases their chief directors, had to travel abroad in order to deal, on the spot, either with questions concerning the purchase and transport of goods or with questions dealing with the delivery and distribution of relief stores.

These journeys were the more necessary because, between 1940 and 1945, postal relations became increasingly slower and less sure. Thus, the ordinary post between Paris and Geneva took several weeks to arrive. It is true that telegrams got there more quickly, but they were less explicit.

In the case of Balkan or Eastern European countries, such as Poland, Rumania and Yugoslavia, the uncertainty and slowness of the posts was often aggravated by the actual loss of correspondence en route.
In these circumstances, it was sometimes imperative to send properly qualified officials to carry out work on the spot. The organisation of such missions naturally gave rise to a certain number of problems. In the first place, visas had to be obtained and also the agreement of the occupying Power to the entry of the head of a mission.

1. **Purchasing Missions.**

The technical character of purchasing missions enabled them to obtain entry permits with some facility. Nevertheless, it took some time for visas to be obtained and in many cases it had to be left to the ingenuity of the heads of the missions to secure means of transport other than the normal ones.

From 1941 onwards, a journey across Europe represented a risk which was increasingly aggravated by the intensification of aerial bombardments. It was only due to exceptional luck that the Joint Commission did not lose a single one of its fellow-workers. On many occasions, however, these workers lost the majority of their personal effects as the result of an air raid.

The most delicate missions, however, were those which were carried out at the moment of the invasion of Germany, when it was necessary, *inter alia*, in order to preserve goods which were in bond at Ratisbon, to send a delegate to traverse the lines, which shifted from day to day. It should be added that these journeys were entirely successful and resulted in saving 1200 tons of goods.

Direct personal contacts were also necessary as a result of the lack of goods on the European markets and the reluctance of the authorities to allow imports. It would, in any case, have been necessary to deal with middlemen, the only result of which would have been to raise the price of goods. Since it was commissioned by the relief organisations, the Joint Commission thought it its duty to obtain the best possible market conditions and, wherever possible, to deal directly with producers. This also certainly saved large sums so far as donors were concerned.

2. **Supervisory Missions.**

Side by side with the Purchasing Missions, the Joint Commission had to organise journeys of officials entrusted with the duty of
organising or supervising the distribution of foodstuffs, clothing, medical supplies, etc.

The fact that the Joint Commission had to keep account of the gifts which it had received was not always a sufficient reason for it to obtain visas. In actual practice, the objection could be made that such supervision was a job for the national or governmental organisations concerned, and that the presence of a third party on the spot was not indispensable. It might even be added that the desires expressed by the donors could be considered as a lack of confidence in the official organisations concerned.

Despite the goodwill with which all these requests were considered by the authorities concerned, every mission for the supervision of distribution involved delicate issues and had to be carried out with tact and discretion. It was particularly necessary that there should not be too many of the missions in the same district. It should be remembered that, from 1940 onwards, the countries to which relief was being sent were occupied countries, and that the military authorities had never been in favour of the dispatch of civilian personnel to such territories.

The representatives of the Joint Commission were not content merely to check receipts signed by the beneficiaries with the invoices of the goods dispatched. They remained in the country and personally supervised the distribution contemplated, visiting hospitals, homes, distribution centres and warehouses, in order to satisfy themselves that the work was regularly carried out. They thus collected a mass of most important information, both on really existing requirements and on any possible improvements that might be made in the system of distribution adopted.

In cases where their duty was personally to organise distribution, the representatives of the Joint Commission made contact with the high officials of the national Red Cross Societies and with the services of the Governments concerned. In their relations with these authorities they suggested, subject to the nature and quantity of the goods and to known requirements, a plan of distribution which, once approved, was carried out under their supervision.

The fact that the national Red Cross Societies took part in the work made it possible for their various services to be made use of, often throughout the entire country concerned.
3. Information Missions.

From the very outset of its existence, the Joint Commission was faced with a programme of work far exceeding its actual powers. Month by month this disproportion increased and the Joint Commission was compelled to refuse more and more requests.

Its high officials did their utmost to awaken and maintain the generosity of all, organisations or individuals, to whom they had the possibility of applying. Now, it is clear that the best method of making oneself heard and of convincing others is to have a fully qualified representative on the spot.

It was for this reason that the Joint Commission did its utmost, whenever it could, to send representatives into countries which might still supply help on a considerable scale.

The fact that the Government of Eire handed over the whole of its 1946 gift to the Joint Commission was due not only to the results of the work hitherto accomplished in Berlin, but also to the calibre of the Commission’s representatives.

Another mission, which was sent to South Africa in 1946, enabled the Joint Commission to thank warmly the South African Red Cross for relief already dispatched, whilst at the same time doing its utmost to obtain such supplementary donations as the general situation required.

For practical reasons, other suggestions for sending missions to North America, South America and Australia could not be carried out. Such missions, in any case, could not have taken place without the support of the national Red Cross Societies of the countries concerned, and at a moment when there could be no discussion as to the necessity of the Joint Commission’s work. But from 1945 onwards, as will be seen later, the threat of its possible dissolution paralysed the Joint Commission at the very moment when urgent appeals were coming to it from all sources.

Generally speaking, in all countries through which they passed or in which they remained, the representatives of the Joint Commission obtained information from all groups which could in any way help their work and which did their utmost to spread knowledge of the work and of the capabilities of the Joint Commission.

In its desire to support the work of the Joint Commission, the Federal Political Department was kind enough, on more than one
occasion, in the case of particularly important or delicate missions, to issue diplomatic or special service passports to the representatives of the Red Cross.

During the six years of its existence, the Joint Commission sent missions composed of representatives either of the International Red Cross Committee, or of the League of Red Cross Societies, or of the Joint Commission itself, to the following countries:

<table>
<thead>
<tr>
<th>Country</th>
<th>Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Albania</td>
<td>1946</td>
</tr>
<tr>
<td>Austria</td>
<td>1945/46</td>
</tr>
<tr>
<td>Belgium</td>
<td>1943/44/45/46</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>1946</td>
</tr>
<tr>
<td>Denmark</td>
<td>1946</td>
</tr>
<tr>
<td>Eire</td>
<td>1945/46</td>
</tr>
<tr>
<td>France</td>
<td>1944/45/46</td>
</tr>
<tr>
<td>Germany</td>
<td>1942/43/45/46</td>
</tr>
<tr>
<td>Great Britain</td>
<td>1944/45/46</td>
</tr>
<tr>
<td>Hungary</td>
<td>1942/43/44/45/46</td>
</tr>
<tr>
<td>Italy</td>
<td>1945/46</td>
</tr>
<tr>
<td>Netherlands</td>
<td>1945/46</td>
</tr>
<tr>
<td>Norway</td>
<td>1946</td>
</tr>
<tr>
<td>Poland</td>
<td>1945/46</td>
</tr>
<tr>
<td>Portugal</td>
<td>1942</td>
</tr>
<tr>
<td>Rumania</td>
<td>1943/44/45/46</td>
</tr>
<tr>
<td>Spain</td>
<td>1942</td>
</tr>
<tr>
<td>Sweden</td>
<td>1946</td>
</tr>
<tr>
<td>South Africa</td>
<td>1946</td>
</tr>
<tr>
<td>Turkey</td>
<td>1943/44</td>
</tr>
<tr>
<td>United States</td>
<td>1944</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>1946</td>
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</table>
SPECIALISED ACTIVITIES

1. Deliveries to Deported Persons, Refugees and Internees.

Since the operations of the Joint Commission began to be known, the various organisations which were attempting, on their own initiative, to help victims of measures taken in the occupied countries by the occupying authorities, appealed to the Red Cross for its help.

At the outset, about the end of 1940, the situation of internees in camps in the South of France led to a whole series of operations on the part of the I.R.C.C., the success of which led to the delivery of medical supplies and blankets. About the same time various Jewish organisations drew attention to the distress in camps for Jews and for refugee groups. Finally, thanks to negotiations undertaken by M. Carl Burckhardt, Chairman of the I.R.C.C., the authorities of the Reich authorised the delivery of relief to persons detained in concentration camps.

In pursuance of the common action undertaken by the I.R.C.C. and the League of Red Cross Societies, even before the establishment of the Joint Commission, the latter made its first deliveries to Jews in Poland in September 1941.

As early as the beginning of 1942, it was in a position to deliver medical stores in Croatia, the Netherlands and Latvia.

At the time of these earlier deliveries no question of principle arose. After consulting the German Red Cross and obtaining a guarantee that there was no objection to the proposed deliveries, the Joint Commission sent the supplies on their way. Although certain doubts may have existed as to the possibility of the goods reaching the groups which were to be relieved, these doubts were dissipated by the arrival of receipts, and also of letters from Cracow, enumerating requirements which were not yet satisfied and giving details as to the distribution of the first deliveries.
For this reason, whilst waiting for the result of negotiations undertaken by the International Red Cross Committee, the donating organisations did not hesitate to put still larger sums at the disposal of the Joint Commission, with a request that it should continue its deliveries.

The success of these negotiations made it no longer necessary to submit each delivery to the authorisation of the German Red Cross. Above all, it became possible to extend the grant of relief to still further categories of deportees.

In this Chapter, side by side with information concerning the dispatch of relief to deportees and Jews, we deal also with the work undertaken by the Joint Commission for the despatch of individual parcels to various countries in Europe.

*Cambs in the South of France.*

1. *Earlier Cambs.* In the years preceding the declaration of war, thousands of foreigners had sought refuge in France. The motives which had impelled them to leave their native countries were of various kinds: some were suspected because of their political opinions; others were disturbed by the application of racial laws; others again were nationals of countries which the march of events had removed from the map of Europe.

On the eve of hostilities, the most important single contingent of refugees was that of the Spaniards, who had crossed the Pyrenees in tens of thousands at the time of the collapse of the Republican régime in Spain. These refugees were placed in camps as soon as they arrived in France.

When the war broke out, and to a greater extent still when the German troops were advancing in France, security measures were taken by the French Government, and the tragic sufferings of these refugees, men, women and children, began once again. After being arrested and imprisoned, and then sent to further concentration camps, which they had to evacuate in haste as the invasion progressed, they finally came to join the Spanish combatants and their families in the camps in which the latter had been lodged since the beginning of 1939.

Among this crowd of persons were also nationals of the countries bordering on France, Dutch and Belgians, and also inhabitants of the Northern Departments of France, who had been
compelled to go South. The same fate was reserved for Czech and Polish combatants and for volunteers belonging to about a dozen different nations.

These camps, which had not been adapted for receiving more than a few thousand refugees, soon became over-populated. Far from setting free the wretched persons who were housed in them, the armistice of 1940 merely crowded them with further categories of persons. In the extraordinary mixture which was swept into the camps there were to be found, side by side, high civil servants, men of science and students, business men and trade unionists, old men and adolescents, and women and children of all ages.

The military operations had led to the disorganisation of all means of transport and this in turn led to difficulties in the food supply. Thus the population of the camps was in an increasingly difficult situation, and supervision and discipline became more and more strict. Most of the refugees had been unable, at the moment of leaving their homes, to take away more provisions than just sufficed for several days. As a general rule, they possessed only the clothes in which they stood.

The presence, in a restricted space, of thousands of persons of all ages and all conditions made it impossible either to organise their housing on a rational basis, or to observe the ordinary rules of hygiene which were indispensable if so vast a crowd was to escape the danger of disease.

As an example may be quoted the case of the camp of Gurs, in the Eastern Pyrenees, which housed 3174 civilian internees until October 1940. As a result of the evacuation of the camp of St. Cyprien, which was abandoned because of its bad sanitation, the number of internees at Gurs was incontinently doubled, and then brought to more than 12,000 by the unheralded arrival of 6,000 Jews from Palestine. Among these arrivals were 32 lunatics from Germany, who had to be shut up in asylums as soon as they arrived.

This single example will show the scope and difficulty of the work which the authorities and those responsible for the camps had to undertake, and will emphasise the urgency at this time, of some relief action in favour of the inhabitants of these camps in the South of France.

2. Early Relief Action. The tragic situation of the internees had been brought to the attention of certain private organisations
which, when informed of the sufferings of these unfortunate people, endeavoured to assist them. The I.R.C.C. and the League of Red Cross Societies sent food supplies. Mention should also be made of the operations of the Swiss organisation for relief for children (*Secours suisse aux Enfants*) which at one time was part of the *Cartel suisse de Secours aux Enfants*, which brought relief to child victims of the war and, from 1 October 1940, organised canteens for children and baby-feeding centres in ten camps for civilian internees in unoccupied France.

This activity developed particularly in the camps at Argelès, Gurs, Rivesaltes and Nexon, where representatives of the *Secours suisse aux Enfants* — generally speaking, nurses or social workers — did very fine work. Apart from the food which they distributed, they either initiated or suggested a series of operations by which the internees themselves might contribute to the improvement of their material and spiritual situation.

Other welfare associations took a hand in the work: e.g., the Friends, the Y.M.C.A., the H.I.C.E.M., the O.S.E. Union, the International Migration Service and the C.I.M.A.D.E.¹, did their best to secure delivery of foodstuffs and clothing to the camps. The relations which they established, through reputable persons who had lived for several months in the camps and shared in the life of the internees, enabled the I.R.C.C. to obtain information at first hand. In November 1940, the International Committee secured authorisation from the French Authorities for one of its members to visit camps in the South of France.

The observations recorded during this visit allowed of a general idea being formed of the situation in the camps, and also of the urgency of certain requirements.

In November 1940, all civilian internees — 27 206 persons — were congregated in the camps of Argelès-sur-Mer, Vernet d'Ariège and Gurs.

During 1941 other camps were set up. These were: the camp of Rieucros, which contained 365 internees, of whom 66 were children evacuated from Argelès; the camp of Rivesaltes, with 5 410 refugees (1 517 men and 1 997 women); the hospital of Argelès, which was all that was left of the camp of the same name, which

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¹ Centre Intermouvements d'Aide aux Réfugiés.
accommodated 493 patients; the camp of Récébédou, where there were 1,286 internees; the camp of Noé, one of the few camps which was not surrounded by barbed wire, which housed 1,260 refugees.

The camp at Vernet d’Ariège included common law prisoners, political agitators and foreign suspects, to the total of 1,856. Between November 1940 and November 1941, the numbers of internees in the Gurs camp was reduced to 4,580.

Despite ameliorations introduced during this year into the organisation and equipment of the camps, the general condition of many of the barracks was inadequate. Whilst Rieucros, Récébédou and Le Vernet left a comparatively favourable impression on observers, the Rivesaltes camp and the Argelès hospital afforded a truly tragic spectacle.

With the exception of Noé and Récébédou, the hospitals were absolutely inadequate. There was a complete lack of bandages and of bedclothes. Heating, which was not in existence during the first winter, had hardly been improved at all and it was almost impossible to find fuel. Most of the internees, who had been under detention for two years, had only the clothes which they were wearing at the time of their arrest. Moreover, 80% of them were covered with vermin.

As early as 1940, the food supply of the camps was affected by existing difficulties in France. In 1941, the conditions in certain camps were little above famine-level and, at Rivesaltes, the children were visibly undernourished.

The doctors had already reported a certain number of cases of famine oedema, due to the lack of vitamin B₁, to a deficient ration of protein and to a lack of fats.

In point of fact, there was a fresh epidemic of this “hunger disease” during the Spring, though it was to some extent held back by good weather. With the first frosts, a new wave of the disease swept through all the detention centres. The epidemic spread rapidly, being favoured, in its usual fashion, by the exhaustion of the internees and their extreme physiological distress. From many points of view, the symptoms and the development of the disease resembled the classical symptoms observed in all famines, while other symptoms, much less well known, would appear to have been peculiar to this particular epidemic. The men, who were
the first to be affected, seemed to have less power of resistance than the women and the adolescents.

The natural result of the "hunger disease" was death, if active measures were not taken against it. Restrictions on freedom of movement, cold, bad sanitary conditions, and general moral depression could not but hasten the fatal end of the disease.

From all these data it became abundantly clear that the urgent necessity was the despatch of foodstuffs, medical stores and warm clothing.

3. Negotiations. In order to meet urgent requirements, it became necessary to contemplate the possibility of getting foodstuffs from overseas. With this end in view, the International Red Cross Committee entered into negotiations with the British Government in order to obtain "Navicerts" for deliveries to this category of internees, which "Navicerts" would allow the passage through the blockade of parcels from the United States of America.

Since the question of "Navicerts" has already been dealt with in the chapter on the blockade, it will be sufficient to state here that, at the beginning of 1942, the British Government finally approved the scheme of the Joint Relief Commission.

A certain number of organisations had been authorised to enter the camps and to establish permanent delegates there. The immensity of the overall requirements and the identity of the aims pursued by these organisations facilitated their collaboration to a very large extent.

About the middle of 1941, a Co-ordination Committee was set up, composed of all the benevolent societies which dealt with the camps. This Co-ordination Committee used to meet at Nîmes. The various bodies pooled their knowledge and exchanged information on what appeared to them to be the most urgent needs. All the societies represented on this Co-ordination Committee did very fine work. By the very nature of its work, the Co-ordination Committee came, little by little, to delegate the responsibility for certain services to special committees. Thus was created, within the Committee itself, a Health Committee, attended by doctors representing their own organisations, which took over the work of distributing medical stores, which were particularly lacking, and of supervising their use.
Among the members of this Health Committee was the delegate of one of the associations whose activities, centred at Marseilles, were extended also to several camps in the South of France. This organisation was the Unitarian Service Committee, an American organisation which at this time took over the responsibility for centralising relief in medical stores and for supervising the administration of the camps of refugees at Marseilles and in the neighbourhood. Its pharmaceutical service did its utmost to purchase large quantities of high-class goods in all districts of unoccupied France, goods which, at this particular time, it was impossible to obtain in most chemist’s shops. It took over the work of installation and equipment, in the camps, of laboratories and dental surgeries; it also secured the delivery of surgical implements, X-ray apparatus, etc.

This service was so efficient that it soon won the confidence of the other organisations.

The activities of the Unitarian Service Committee had not been unnoticed by the Joint Relief Commission, which entered into negotiations with it and entrusted to it the distribution of the pharmaceutical products under its control.

Towards the end of 1941, the French Red Cross was authorised by the Ministry of Interior to organise permanent establishments in internee camps in the Free Zone.

From January 1942 onwards, the first permanent establishment of the French Red Cross was opened at Gurs, and then in other camps. In the following three months, establishments were opened in the following camps:

Le Vernet         Récébédoù
Les Milles    Barcarès
Hotel Bompars, Marseilles    Rivesaltes
Hotel Terminus, Marseilles    Brens.
Noé

At the camps at Sisteron, St. Paul, des Eyjeux and Nexon, it was the departmental delegates of the French Red Cross who collabo-
rated with the leaders of the camps in organising relief, in view of the impossibility of making permanent establishments there.

Since the essential role of the French Red Cross was to co-ordinate the activities of the benevolent societies, one of its delegates attended, as an observer, the monthly meetings of the Nîmes Coordination Committee.

4. Deliveries of Medical Stores. From the beginning of 1941, the Joint Commission, alarmed by the information in its possession, established lists of indispensable pharmaceutical products and contemplated organising a collection of medical stores in Switzerland.

On the other hand, it utilised funds which were placed at its disposal for the purpose of buying boxes of sardines in Portugal, which were then sent to the internees.

The Joint Commission succeeded in interesting manufacturers of pharmaceutical products at Basle in the situation of the civilian internees. Thanks to the generosity of these manufacturers, it was able to give effective assistance to the benevolent societies in the camps.

Furthermore, it was able to secure collaboration in its work from the O.S.E. Union, the Ecumenical Church Council, the Federation of Swiss Jewish Communities, the Society for Assistance to Emigrants, and the Swiss section of the International Migration Service and from the Schweizerische Aerzteverein, which, in more than one crisis, placed funds at the Commission's disposal which allowed it to purchase the eagerly-awaited medical stores.

During 1942 and 1943 the Joint Commission also undertook the delivery of vitamins and of yeast, while a collection of tisanes resulted in the despatch of a certain quantity to the camps.

At the end of 1941, the Joint Commission was informed that a certain firm in Basle, in co-operation with an association of tobacco manufacturers, intended to make a large-scale gift of cigarettes to the internees.

At the beginning of 1942, after obtaining a special export licence, the Joint Commission received 41 450 cigarettes from the donors. Of this total, at least 20 000 had to be reserved for the camp at Gurs, and this was done. The balance was distributed
between the camps of Vernet, Noé, Récébédou, Rivesaltes and Les Milles, in proportion to the male inhabitants of these camps.

5. Deliveries of Clothing. Towards the end of 1941 the American Society of Friends proposed to the Joint Commission that it should take over the distribution of 50 tons of clothing collected in America, for internees in camps in the South of France.

Both the Friends and the British Authorities, who delivered the "Navicerts", stipulated that this consignment was to be distributed under the control of a delegate of the International Red Cross Committee. In the first place, the goods were to be checked at the time of distribution of the clothing and, later, another check was to be made to find out whether the clothing was still in the possession of the beneficiaries.

It was found possible, as an exceptional measure, to despatch this clothing by boats in the service of the I.R.C.C.; boats which, normally speaking, were only entitled to transport packages for prisoners-of-war.

The clothing was deposited and sorted in a warehouse at Marseille under the direction of the delegate of the I.R.C.C. Distribution was made by the deputy delegate of the I.R.C.C., who also represented the Joint Commission.

Furthermore, the representatives of the local Friends' organisations put themselves at the disposal of the I.R.C.C. delegation for the purpose of co-operating in the work.

In December 1942 the packages of clothing were sent from Marseille to the various centres from which distribution was to be made, and a reserve stock was established in a central warehouse at Gaillac.

The first distribution took place between 10 December 1942 and 20 January 1943. The balance was kept back for the Spring and early Summer of 1943.

The supervisory work carried out by the deputy delegate of the I.R.C.C. was found to be satisfactory.

These distributions, which were continued throughout 1943, came to an end when stocks in France were exhausted. The final report, on 15 December 1943, showed that 13601 persons had received 51888 articles of clothing and 220 pairs of shoes. Thus, 34 tons of clothing had been distributed out of the 50 tons which
arrived in Lisbon. A certain part of the balance was directed to Switzerland, with the agreement of the Society of Friends, for distribution among civilian internees in that country.

6. Deliveries of Blankets. Information received showed the refugees' urgent need of blankets. Since it was impossible to export goods of this kind from Switzerland, the Joint Commission after having vainly attempted to negotiate with Italian firms, arranged for the purchase of 500 blankets from a French firm. These blankets were delivered during the first half of February 1942. The French Red Cross was entrusted with their distribution. A further order for 567 blankets was placed with the same firm. This order was executed towards the end of 1943 and resulted in the constitution of stocks which greatly exceeded the requirements of the camps, since, in the interval, the number of internees had been considerably reduced. At the beginning of 1944, there were still 450 blankets in stock and it was then estimated that only 50 would be required for the internees in the camps. The Joint Commission therefore decided that the balance should be used for the evacuees in Marseilles.

7. Spectacles, Teeth, Surgical Appliances. The Joint Commission was also able to use stocks acquired by a collection of spectacles for the inhabitants of the camps. During 1942 and 1943, 2140 pairs of spectacles were sent to camps in the South of France.

Having been advised of the lamentable condition of the teeth of the internees, the Joint Commission set on foot in Switzerland the collection of artificial teeth and dental appliances (cf. Chapter on Collections). These appliances or separate dentures were forwarded to the Unitarian Service, which had organised a surgery at Marseilles for the benefit of the civilian internees, which rendered great service and allowed of considerable economies being effected.

Contemporaneously with the dental appliances, the Joint Commission collected a certain number of orthopaedic appliances, artificial legs, hernia bandages, etc., which it despatched to Marseilles, to some extent completing the work of assistance which the requirements in question made especially desirable.

In all; during 1942 and 1943, 286 surgical appliances of various kinds, 3424 dentures, 1398 gold teeth clamps and 1601 diatorics were sent to the camps in the South of France.
The camps were cleared of some of their inhabitants by means of deportations at the same time as the "Companies of Workers" were being organised.

At the time of the total occupation of France in 1942, the American organisations — in particular, the Friends and the Unitarian Service Committee — were refused authorisation to continue their activities. Nevertheless, a French Society of Friends committee carried on part of the work initiated by the American organisation, and the stock of medical stores belonging to the Unitarian Service Committee was put under the direction of the Swiss Consulate at Marseilles and later delivered to the representative of the Joint Commission.

Towards the middle of 1943, the numbers in the camps had been considerably reduced and were now no more than about 10,000 persons.

The shortage of doctors (who had been, to a large extent, deported) and the changes in the population of the camps contributed to increase still further the work of the health services. The stock of medicaments, which was sufficient in November 1942, began to be exhausted, and the progressive tendency to ration pharmaceutical products in France made it increasingly impossible to buy even the most ordinary medicaments in the country itself.

Thanks to the co-operation of the Unitarian Service Committee, and to the generous assistance offered by the Swiss manufacturers and various organisations, e.g., the Society of Friends, the Swiss Red Cross, the Ecumenical Church Council, etc., the Joint Commission was able to despatch to the camps goods which it alone was able to supply, the usefulness of which was highly appreciated.

The funds put at the disposal of the Joint Commission were not very considerable when compared with the number of possible beneficiaries. On the other hand, the organisations on the spot pooled their efforts in order to do their utmost to palliate the effects of the food shortage. The importance, however, of the despatch of medicaments was stressed in every report which reached the Joint Commission. Furthermore, it should be remembered that Switzerland is a country noted for its pharmaceutical industry. All these factors combined to orientate the work of the Joint Com-
mission towards relief action in favour of internees in the South of France, and justified its special work in this connection.

Deportees, Internees and Jewish Refugees.

Generally speaking, it was thanks to the funds put at its disposal by the Jewish organisations in Switzerland that the Joint Commission was enabled to send relief to the destinations listed below. Whenever the Commission received fresh appeals as the result of its deliveries, it was to the above donors that it applied.

Groups of persons who received the relief lived under conditions which varied considerably according to the district in which they were. In order to understand the striking variations in the nature and the frequency of its deliveries, they should be noted in detail.

1. Deliveries to Terezin (Theresienstadt): Terezin is a fortified town half-way between Prague and the Czech-German frontier. In former days its fortifications housed between 7000 and 8000 soldiers, together with 7000 civilians who lived by trade with the garrison.

From 1942 onwards, the town had been emptied of all its German and Czech population. It was then inhabited by between 45 000 and 50 000 Jews, who had for the most part been deported mostly from the Protectorate of Bohemia-Moravia, partly from Vienna and partly from the big German towns.

At the beginning of August 1942, the Joint Commission was advised by the German Red Cross that there was no objection to the despatch of collective deliveries or individual parcels to Terezin.

Having been asked, however, in July 1943, to suspend deliveries of foodstuffs to the town, the Commission was forced to confine itself to sending medicaments and pharmaceutical specialities. To these it added, as soon as possible, tonic foodstuffs (e.g., vitaminised milk). The deliveries included, inter alia, medicaments such as: codeine, quinine, caffeine, boric acid, etc., drugs, pharmaceutical specialities, such as: Calcium Sandoz, Coramine, Cibal-gine, Cibazol, etc.; vitamins such as: ascorbutic acid, Benerva, Redoxon, etc.; tonic products such as: vitaminised milk, extract of malt, Biomalt, etc.; also surgical instruments, syringes, etc.

In order to accelerate the transport of these goods, they were addressed to the Landsstelle des Deutschen Roten Kreuzes at Prague,
which forwarded them to Theresienstadt. This procedure made it possible to avoid any delay in the delivery of the relief.

2. **Croatian Jews — Deliveries to the "Jüdische Kulturgemeinde" at Zagreb.** On 9 November 1941 a request for relief was addressed to the I.R.C.C. by a group of 136 German-Jewish emigrants interned at Capljina, in Croatia (79 men and 57 women, together with seven children).

These refugees had no means of subsistence and had hitherto been assisted by the Jüdische Kulturgemeinde of Zagreb. This organisation was no longer able to be of assistance in the matter, and the same was true of other Jewish organisations in Croatia to which the Capljina group had appealed.

Towards the end of 1941, certain Swiss institutions put funds at the disposal of the Joint Commission in order to allow it to despatch medical stores to the Jüdische Kulturgemeinde at Zagreb. These parcels consisted of pharmaceutical products of various kinds, including Swiss pharmaceutical specialities and tonics (Cibazol, Cibalgin, Larostidine, Coramine, Calcium Sandoz, Benerva, Becozyme, Redoxon, Glucose, extract of malt, vitamins, etc.).

It was estimated that about 12,500 men, young and old, had been interned in labour camps in Yugoslavia, in the Islands and on the Dalmatian coast, at Pag and at Jagodina in Croatia. Most of these internees were living in the open air, exposed to all variations of temperature, and were insufficiently nourished. Almost all the Jewish population of Zagreb, male and female, had been placed in concentration camps at Lubljana, Spalato, Sushak, Isola di Corzula, Vella Grande and other places. No information was available as to the conditions under which they lived.

None the less, towards the middle of August 1942, the Croatian Jews were, for the most part, deported to Polish General Government Territory in Poland, and to labour camps in Upper Silesia. These deportations involved men, women and children. The result of this was that the women's camps at Loborgrad, Djakovo and Semplin were evacuated.

It was possible to make small deliveries of grain to the Jüdische Kulturgemeinde at Zagreb. These deliveries were made through the medium of the Croatian Red Cross. The Jüdische Kulturgemeinde acknowledged receipt of the goods on 11 October 1942.
In September 1942, the Jewish community at Zagreb, even after the deportations, numbered about 100 persons (men, women and children), who were entirely without resources and were supported by the *Jüdische Kulturgemeinde*. The *Jüdische Kulturgemeinde* therefore approached the delegate of the International Red Cross Committee at Zagreb and asked him to inform the Jewish welfare societies in Switzerland of the existing situation.

Funds were placed at the disposal of the Joint Commission by the Jewish organisations in Switzerland, and the delegate of the International Red Cross Committee at Zagreb was enabled to purchase and distribute the necessary clothing.

3. **Jews in France: Relief undertaken by the O.S.E. Union.** In 1942 the Joint Relief Commission was called upon, still at the request of the Jewish welfare organisations in Switzerland, to make various deliveries to the O.S.E. Union, the headquarters of which, formerly in Paris, had been transferred to Montpellier, and which dealt with several thousand children. On three occasions the Joint Commission, through the medium of the French Red Cross, despatched to the O.S.E. Union at Montpellier deliveries which included chemical and pharmaceutical products, tonics, vitamins, insulin, anti-bronchitic syrups, ophthalmic ointments, bandages and condensed milk.

During 1943, on more than one occasion, the same donors sent relief stores to the Joint Commission sufficient to enable the Commission to send medical stores and condensed milk to Chambéry for Jews in France.

4. **Joodsche Raad vor Amsterdam.** In June 1942 the same donors sent the Joint Commission a list of medical stores which they wished to be sent to the *Joodsche Raad vor Amsterdam*.

The Joint Commission immediately took the necessary steps to effect this delivery. On 28 October 1942, it was informed by the German Red Cross that collective deliveries could be sent to this community through the medium of the representative of the German Red Cross in the Netherlands at The Hague. The deliveries were to be despatched by the *Zentralstelle für Jüdische Auswanderung*.

On 7 December 1942, medical stores, Swiss pharmaceutical specialities and vitamins were despatched to the *Joodsche Raad*. 
These deliveries included, *inter alia*: Benerva, Becozyme, Laro-stidine, Secacormine, Liquemine, ascorbutic acid, etc.

By a letter dated 14 June 1944, the German Red Cross informed the Joint Commission that the *Joodsche Raad vor Amsterdam* had been dissolved.

5. **Jewish Camps in Holland.** During 1943, the Joint Commission was able to send pharmaceutical products to Jews in the camps at Westerborg and Vught, in Holland.

Westerborg was a transit camp for Jews deported towards the East. Vught Camp, which had been established more recently, contained a mixture of hostages, political detainees, persons accused of sabotage, etc.

Thanks to the funds put at its disposal by the Netherlands Red Cross, the deliveries made by the Joint Commission arrived on 21 August 1942. They included chemical and pharmaceutical products and vitamins, and a gift offered by the Swiss pharmaceutical industry. The receipt for this delivery arrived in Switzerland on 21 September 1943.

6. **Jews in Italy. Relief effected through “Delasem”**. During 1942 the Joint Commission was informed of the situation of certain Jews in Italy and promptly approached certain welfare organisations in Switzerland which took an interest in these refugees. In this way it was possible to send subsidies to the refugees in question through the medium of the Union of Italian Jewish Communities at Genoa (“Delasem”).

On 13 October 1942 the Joint Commission despatched a relief delivery to “Delasem” through the medium of the Italian Red Cross. This delivery included various chemical products, Swiss pharmaceutical specialities, tonics and vitamins.

Certain difficulties having been raised to the free entry of these medical stores, they were held up in the Bologna Customs for several months. Finally, on 13 April 1943, “Delasem” informed the Joint Commission that it had been able to take delivery of the goods, which had arrived in good condition.

In July 1943, the Jewish welfare organisations in Switzerland put further sums at the disposal of the Joint Commission and a list of medical stores was drawn up with a view to a further delivery being made to “Delasem”. Unfortunately, owing to current
events in Italy, it was not possible to complete this delivery and, in agreement with the donors, its destination was changed and it was delivered to the Ustredna Zidov at Bratislava, and was divided amongst the Jews in Slovakia.

7. German Jews at Riga — delivery to the Ghetto Hospital. At the beginning of 1942, a Jewish emigrant from Germany visited the Joint Commission and informed the Commission that some of the Jews deported from the Palatinate were in the Riga ghetto. He stated that cases of exanthematic typhus had been noted in the ghetto and asked whether the Joint Commission could despatch the necessary specifics.

The Joint Commission undertook an inquiry with a view to obtaining all necessary supplementary information on the question.

On 27 June 1942, the Chief Medical Officer of the Central Hospital of the German-Jewish ghetto at Riga gave the Joint Commission, through the medium of the German Red Cross, certain information on the sanitary situation of the ghettos and the groups of various workers in Riga and the neighbourhood. Hygienic conditions, he said, were good, and there was a sufficient number of doctors and nurses. There was no lack of medical stores, with the exception of the necessary vaccine against exanthematic typhus. He therefore asked the Joint Commission to be good enough to supply him with a certain quantity of this vaccine.

On 4 August 1942, the Joint Commission, whilst thanking the doctor for his information, told him that a certain quantity of the necessary vaccine would be prepared and despatched as soon as possible.

On 30 October 1942, the vaccine was despatched to the hospital of the German ghetto at Riga, through the medium of the Riga representative of the German Red Cross.

On 7 April 1944 receipt of the vaccine was acknowledged by the Medical Officer-in-Chief of the hospital, through the medium of the German Red Cross.

8. Jews in Poland: Various Relief Deliveries. From September 1941 the Joint Commission had been undertaking deliveries of medical stores to Jews in Poland, for the account of certain Jewish welfare organisations in Switzerland. Furthermore, in April and May 1941 it had despatched to the same recipients
various foodstuffs, such as peas, millet, milk, grapes and Ovo-
maltine.

In October 1941 the Joint Commission received a telegram from
the United States, from the organization known as Agudas Jisroël,
informing it of the difficult situation of the Jews in Poland and
asking if it could undertake to transmit to them the relief which
Agudas Jisroël wished them to receive.

The Commission got to work at once and, on 9 March 1942, it
was informed that the authorities of the General Government in
Poland saw no objection to the despatch of individual parcels or of
collective relief for Jews in the ghettos or camps in Poland.

In view, however, of the entry into the war of the United States,
which happened in the meantime, it became doubtful whether
effect could be given to the offer which had been made.

Agudas Jisroël was represented in Switzerland by a committee
sitting at Lucerne, with which the Joint Commission had already
made contact. Thanks to this committee, it was possible to
continue consideration of the question, even in the event of the
food parcels from America being no longer available.

According to information received, the requirements were two-
fold: on the one hand the lack of food in the towns made it urgent
to despatch foodstuffs; on the other hand, sanitary conditions
necessitated the despatch of a certain amount of pharmaceutical
products.

The organisations on the spot which might be considered capable
of undertaking the distribution and control of deliveries were, in
particular, Jüdische Soziale Selbsthilfe, which was later called
Jüdische Unterstützungsstelle, which had offices in Cracow, Warsaw,
Lublin, Radom and Lemberg, and the Philanthropic and Medical
Society, “Toz”, at Warsaw. These two organisations had already
been in contact with certain Jewish institutions abroad, which had
succeeded in despatching to them a certain number of parcels via
Lisbon or Istanbul.

Nevertheless, there was a certain difference in the delivery of
parcels despatched by post from Lisbon. Whilst it was possible
for private Jewish organisations to send such parcels to Warsaw,
Cracow and Lemberg, it was impossible to reach Polish provincial
towns which were, from then onwards, considered by the occupa-
tion authorities as being part of the Reich, *e.g.*, Posen, Torun, Gdynia and certain districts of Upper Silesia.

From April 1943 onwards, however, there was no longer any question of despatching parcels from Lisbon, although the situation of the Jews in Poland was such as to demand increasing relief.

The Joint Commission was therefore happy to note that the result of the negotiations begun in October 1941 enabled it to ensure transport by rail of foodstuffs and medical stores for Jews in Poland. These deliveries were transmitted to the local organisations through the medium of the representative on the spot of the German Red Cross. The Jewish institutions entrusted with the work of distribution sent the Joint Commission receipts for each delivery.

Unfortunately, owing to reorganisation of the Jewish labour camps, and as the result of new regulations concerning the residence of Jews in the territory of the Polish General Government, the *Jüdische Unterstützungsstelle* (J.U.S.), whose headquarters were at Cracow, was forced to discontinue its activities from 1 December 1942 until April 1943. After this date it was enabled to carry on again, with the permission of the General Government, to take possession of deliveries which had arrived in the meantime and to deal with their distribution. The premises placed at the disposal of this organisation included offices, a special room for the distribution of medical stores, and a depot.

Unfortunately, on 10 August 1943, the Joint Commission was informed that, as the result of changes made in the organisation set up by the General Government as regards relief deliveries to the civilian population, the share reserved for the Jewish population could no longer be included in the general deliveries. In September of the same year, it became impossible to supply the J.U.S. with either medical stores or tonics.

The main work of J.U.S. included the delivery to Jewish labour camps, to all places of residence assigned to Jews, and to undertakings which employed Jewish labour, of medical stores, food, clothing and bed linen, which the organisation had either received as gifts from abroad or had bought on a system of barter, or possibly, even, bought for cash.

The number of undertakings or labour camps to which J.U.S. delivered goods amounted to 34 during the period from 12 May to
31 July, and to 47 for the period August and September 1943. The number of deliveries made from May to July was 81, from August to September 136, and from October to December 199.

Such deliveries included, in particular, medical stores and medicines calculated to rehabilitate the working capacity of patients, e.g., Cibazol, Dagenan, Opium, Cibalgine, etc. Undertakings employing Jews were also provided with bandages for use in the event of industrial accidents.

The utilisation of the goods thus despatched was carefully controlled. Camps in the near vicinity were visited regularly by members of J.U.S., who were thus enabled to supervise distribution on the spot and to inform themselves of the wishes of the internees.

In the case of camps situated farther away, trustworthy persons in the camps, or Jewish doctors, visited J.U.S. in order to communicate the necessary information.

In the case of a certain number of camps, it was possible to distribute café au lait to workers employed on specially strenuous work. For this purpose a contribution was levied on the stocks of condensed milk sent by the Joint Commission to the Rada Gliowna Opiekuncza, of which stocks J.U.S. received at the time a percentage varying between one and ten. This very modest contribution did not allow of more than a distribution twice a week.

Up to August 1943, the share reserved for the Jews of deliveries of foodstuffs to the civilian population in Poland amounted in all to 16 per cent. In this way, J.U.S. received tins of powdered milk, condensed milk, Ovomaltine, Lactocao and other foodstuffs.

During the last quarter of 1943, the Jewish labour camps received medical stores, foodstuffs, bandages and disinfectants, together with a certain quantity of flour and Maggi soup. On the other hand, it was impossible to satisfy their urgent requirements for clothing and bed linen.

During this period the share reserved for the Jews by the occupying authorities, out of deliveries effected by the Joint Commission to the Rada Gliowna Opiekuncza, was fixed at ten per cent.

9. Jews in Slovakia. (a) "Ustredna Zidov", Bratislava: In September 1942, the Jewish welfare organisations in Switzerland placed at the disposal of the Joint Commission sufficient funds for
the despatch of medical stores to the Jewish community in Slovakia, established according to a list previously drawn up. This list contained various chemical products, Swiss pharmaceutical specialities, tonics and vitamins (caffeine, quinine, Spasmalgine, Cardiazol, Coramine, Cibalgine, Cibazol, Entero-Vioform, Becozyme, Benerva, Redoxon, Calcium Sandoz, ophthalmic and other ointments, etc.). These goods were despatched on 6 January 1943, through the medium of the Slovakian Red Cross.

Receipts from the Slovakian Red Cross and from the Ustredna Zidov were handed to the Joint Commission on 13 March 1943, through the medium of the German Red Cross.

This delivery was distributed, by the Jewish Central Office, between the Jewish hospital at Sered Vahem, the three labour camps at Sered Vahem, Novaky and Vyhne, and a dispensary.

On 13 May 1943, the Ustredna Zidov sent the Joint Commission a list of medical stores which were of daily necessity in the Jewish labour camps, and urged the importance of the requirements of insulin, liver extract, vitamins and hormones, also of bandages and sanitary material in general.

The Joint Commission replied that it was not at the moment possible to consider any further deliveries, but that it would not fail to deal with the request as soon as it was in a position to do so.

In February 1944, the Commission found it possible to despatch to the Ustredna Zidov, still on behalf of the Jewish organisations in Switzerland, the following parcels: ten cases of Ovomaltine, and a package of various medical stores originally destined for Jews in Italy which it had been impossible to despatch as the result of the political situation in the country. Various pharmaceutical products and Swiss specialities were included in this delivery, e.g., tonics and vitamins, such as: caffeine, Somnifene, Saridon, Larosan, Larostidine, Bellergeal, Cibalgine, Cibazol, Becozyme, Calcium Sandoz, Benerva, liver extract, malt extract, Biomalt, ointments, etc.

The Ovomaltine was divided between the three labour camps already referred to, a home at Meston/Vah, and the Jewish Central Office concerned with distribution for the benefit of certain cases at Bratislava, Nitra, Presov and Michalovce. The receipt for these deliveries, dated 29 March 1944, reached the Joint Commission on 3 April of the same year.
The medical stores were distributed to camps and to various labour centres, ambulances and hospitals, and a certain quantity was reserved for non-interned Jews. The Ustredna Zidov acknowledged receipt of this delivery on 18 April 1944.

Furthermore, a special gift had been put at the disposal of the Joint Commission on 23 December 1942, from an international child welfare organisation, the object of which was to despatch foodstuffs (if possible, milk) to the Ustredna Zidov at Bratislava. On 11 March 1943, the Joint Commission was enabled, through the medium of the Slovakian Red Cross, to despatch 40 cases of sweetened condensed milk for Jewish children in Slovakia.

On 24 June 1943, the same child welfare organisation sent the Joint Commission a further gift which allowed of the purchase of 40 cases of sweetened condensed milk. This delivery, which was despatched through the medium of the Slovakian Red Cross, was divided exclusively between children in the various Jewish camps, groups and hospitals, in accordance with receipts from the Ustredna Zidov.

On 17 November 1943 a third delivery of sweetened condensed milk was made to the Ustredna Zidov. A receipt for this delivery reached the Joint Commission on 23 January 1944.

Finally, on 8 February 1944, the Commission effected a special delivery of Lactocao for child relief at Bratislava, under the auspices of the Ustredna Zidov.

(b) Children’s Home at Lesno-Lubljana. Towards the end of 1941, the Joint Commission received funds sufficient for the delivery of medical stores to the children’s home at Lesno-Brrdo-Lubljana, where about 50 Jewish refugee children were housed.

On 15 January 1942, the Joint Commission was able to despatch the necessary deliveries, which included various chemical products, Swiss pharmaceutical specialities, vitamins and tonics.

This despatch was undertaken under the auspices of the Italian Red Cross at Lubljana, and was duly delivered.

Standard Packages.

Among civilian war victims were not only those who had been injured as the result of bombardments, refugees, and those whose distress was the direct result of hostilities, but also those who were
living under conditions of freedom in the countries which they inhabited. There were also those who, for one reason or another, had been deprived of liberty and were interned in camps as the result of administrative action. These camps were inhabited by deportees from all occupied countries and by individuals who had been removed from their homes by the racial policy of the Reich.

The existence of concentration camps was a well-known fact. Story after story had informed an ever-increasing number of people of the unimaginably terrible life to which internees in the concentration camps were subjected. They were decimated by under-nourishment, disease and exhaustion. If the principle was that relief should go to those most in need of it, it was indubitable that internees in concentration camps should be the first to receive it.

But the problem was to reach such internees. Not even the number of the camps was known. Information concerning the numbers interned was of the most contradictory kind. These internees were cut off from the outside world and abandoned absolutely to the arbitrary whim of their warders, without protection or rights of any kind.

Their relatives and friends received news of them from time to time. When they were taken away they had been able to state their destination. Requests came to the Joint Commission, asking if it could undertake the work of despatching parcels to these camps.

This was only one more proof of the weakness of the position of the Joint Commission, when it had to intervene in favour of civilians who were not protected by any International Convention and who had no legal right to receive relief.

Furthermore, it had to be considered that to some extent these were groups of persons subjected to an exceptional regime, for reasons which had not the slightest semblance of legality except in one country.

Nevertheless, experience had shown that it was possible to assist Jewish minorities, to which — e.g., in Poland, Czechoslovakia and Yugoslavia — the Joint Commission had been able to despatch foodstuffs and medicaments. After one or two trial deliveries, a more regular system of despatch was evolved.

The original negotiations were initiated in 1939 by the I.R.C.C. and were continued until 1945, for the purpose of obtaining authori-
sation to despatch relief to detainees in camps. Full details of these negotiations will be found in the Report of the I.R.C.C.

As a result of these negotiations, it became possible to despatch relief to camps in the South of France, and later, to the extent to which further facilities were granted, to camps in Germany, Austria and Czechoslovakia.

At the beginning of 1944, the I.R.C.C. founded the "Special Assistance" Division, to which was attached the "Parcels Service for Concentration Camps", which had already begun to operate in the Autumn of 1943. With the funds placed at their disposal by donors to the I.R.C.C., these services relied on the Joint Commission for the technical execution of orders which had been given them.

From the end of 1943 onwards, the Joint Commission, which was already buying in Hungary and Rumania goods destined for its relief activities, was enabled, as a preliminary experiment, to arrange for the assembling in Budapest of a first consignment of 2000 standard packages destined for detainees in camps. The presence at that time in Budapest of a representative of the Joint Commission enabled all delays in manufacture and delivery to be considerably abbreviated.

The earlier despatches were made from Hungary. During the first months of 1944, developments in Eastern Europe gave rise to the fear that communications with the Rumanian and Hungarian markets might be interrupted. On the other hand, the funds collected by the I.R.C.C. for standard packages increased from day to day, and the relief work in question began to assume considerable proportions. In order to avoid an interruption in the work, which might have had disastrous results, the Joint Commission decided to set up in Geneva a reserve stock of non-perishable goods and to make up "in bond" the parcels ordered by the I.R.C.C.

The contents of these parcels, the weight of which was between two and five kilogrammes, varied according to market possibilities. In general, they consisted of canned meat, biscuits, canned vegetables, fruit preserves, etc. To the extent to which it could acquire them, the Joint Commission added Swiss products to the Hungarian products, in order to fill out the parcels.

The names of intended recipients were communicated to the Joint Commission by the I.R.C.C., which received all receipts and communicated them to the donors.
Up to the beginning of 1943, it was possible to transport these deliveries by rail. After this time, however, the disorganisation of the railway system in Germany was so great that the I.R.C.C. decided to send the packets by lorry.

The operation of this service necessitated the engagement of a further staff of women to make up the parcels, and the renting of warehouses and premises where the work could be carried on. The number of women employed was dependent upon the number of orders. At one time as many as 9,000 packages were made up in a day.

At the end of 1944, the International Red Cross was also asked to forward family parcels for French and Belgians, which had hitherto been sent direct to camps from France and Belgium. At this period, military operations prevented any communication between these countries and Germany, and the parcels had been held up for several months. Before anything could be done in the way of forwarding them, the parcels had to be sorted, defective packing had to be dealt with, and goods which had perished had to be taken out.

The Joint Commission, which had already been entrusted with the duty of reconstituting packages from the cargo of the S.S. “Christina”, which had been sunk in the Mediterranean, carried out the work at the request of the I.R.C.C.

After the end of hostilities, communications with the former occupied countries and with Germany became easier, and committees were formed almost everywhere for the purpose of relieving the inhabitants of the various countries concerned. In Switzerland also, various organisations were set up which collected funds in Europe, North and South America, India, Egypt, Australia, etc., and undertook the work of allocating such funds to approved and authorised distribution organisations.

From then on it became possible, concurrently with I.R.C.C. work, to accept requests from other organisations which were anxious to obtain the standard packages. Various organisations made similar requests to the Joint Commission. The composition of each series of packages was fixed at the time the order was given according to goods available or in stock.

In certain cases, when the organisations themselves possessed goods, the Joint Commission was entrusted merely with the making
up and delivery of parcels. On other occasions, the parcels were composed of goods belonging to the Joint Commission, and of goods supplied by the organisations.

The method of distribution of the standard parcels varied according to the country concerned. In most cases the National Red Cross Societies dealt with distribution. In Germany, however, the work was done by organisations corresponding to the donating committees, which had obtained from the occupation authorities the right to undertake such distributions, under certain specified conditions.

In these cases, the Joint Commission's duty was confined to handing over all parcels ordered against receipt to the selected organisations.

Restrictions on coal and electricity consumption had the effect of hindering the manufacture and delivery of the packing material which was indispensable for the composition of the parcels. Furthermore, the year 1946 was, as has already been stated, a year in which the lack of wagons was most keenly felt. It was often impossible for ten days or more to obtain wagons for a country as near to Switzerland as Austria.

None the less, more than 300,000 packages were made up and delivered in Germany, Hungary, Austria and France.

**Individual Parcels.**

From the first months of its existence, the Joint Commission was asked to deliver parcels to individuals or to undertake the public sale of individual parcels composed of goods which were available to it.

Requests of this kind became increasingly numerous in proportion as the inhabitants of countries which had not suffered from the war learned of the conditions under which their relatives or friends were living in the occupied countries.

Apart, however, from certain urgent deliveries of pharmaceutical products, the Joint Commission consistently refused to create an individual parcels service. It would have been easy for the Commission, at the time when it was making up the standard parcels for the camps, to inform the public that it could also order parcels for individuals, and to arrange for the making up of a cer-
tain number of such supplementary parcels. There would have been no increase in maintenance charges, and it might have been possible to reduce the price of the parcels.

The considerations which influenced the decision of the Joint Commission on this question were of a general nature. The relief action with which it was entrusted, and the conditions under which it was its duty to carry out such action, were implicitly determined in the Commission's Statutes. Furthermore, the authorisations granted by the Blockade Authorities involved for the Commission the obligation of checking the distribution of relief right up to the real recipients of such relief.

The immense scope of current requirements made it at once extremely difficult to select beneficiaries for collective deliveries. Since effective relief could not be given to all, it became increasingly necessary to restrict the number of beneficiaries, e.g., by limiting the number of persons relieved, or by differentiating between beneficiaries, according to age, etc.

Now it was clear that the distribution of individual parcels could not be effectively controlled. The sole governing factor in such cases was the mere chance that the beneficiary might have correspondents abroad and might have been able to let them know his requirements. There was no possibility of taking account of degrees of necessity, family commitments or social condition. The same person might well receive a number of parcels, limited only by the generosity of those interested in him or by import restrictions. Moreover, there was no possibility of checking whether the goods concerned were really consumed by the recipients or found their way to the black market.

It was for these reasons that the Joint Commission did not undertake the work of making up individual parcels, although such parcels might well have supplied it with a source of revenue from which it would afterwards have been able to deal with urgent collective deliveries. Nevertheless, circumstances compelled the Commission to deal with the transmission of individual parcels from overseas.

During 1945, the Joint Commission received, without previous notice, several thousand individual parcels which the Red Cross Societies of South America asked it to forward to their destinations. These deliveries had often taken months to arrive in Switzerland.
It was difficult to return the parcels to the senders without unnecessary expense and often loss. In view of this fait accompli, the Joint Commission decided to do its utmost to transmit the parcels to their destinations.

The parcels were classified by country of destination, sorted and re-packed when necessary, and forwarded to the national Red Cross Societies of the countries concerned, which were entrusted with the work of handing them over to the addressees.

In the course of the journey, certain of the parcels had been spoiled and others had lost their labels. As the senders had furnished no delivery invoice, it was difficult to verify such parcels, since correspondence took a long time.

Furthermore, the Red Cross Societies in the beneficiary countries had some difficulty in locating all the recipients, some of whom had changed their addresses more than once. Most of these parcels were addressed to Germany. At that time, the Russian Zone was inaccessible. In the Western zones the occupation authorities were opposed to the distribution of parcels to individuals.

After many fruitless negotiations, the Joint Commission, in order to avoid the possibility of the destruction of the goods contained in parcels which had remained more than six months in its depôts, decided to add the parcels to its deliveries of collective relief in Germany. The Red Cross Societies were advised of this decision, and some of them agreed; others did not reply.

From the time of the reception of these first deliveries, the Joint Commission had informed the sending Red Cross Societies on what conditions it was prepared to undertake the forwarding of individual parcels.

It was prepared to accept parcels up to 5 kgs, in weight which were delivered to their addresses in boxes. It then forwarded them for distribution to the Red Cross Societies of the countries of destination and, apart from actual expenses, claimed a small payment on each parcel. Receipts from the national Red Cross Societies provided the Commission with evidence of delivery and, in view of the difficulties encountered in Germany, the Commission placed a ban on deliveries to that country.

Although the occupation authorities showed a strong tendency to discourage the import of individual parcels into Germany, commercial firms overseas and in Europe accepted such orders and
proceeded to undertake delivery. This evident contradiction tended to undermine the confidence of senders in the statement of the Joint Commission that the authorities were forbidding the despatch of parcels to Germany.

Furthermore, Swiss forwarding firms agreed to despatch parcels to their destinations in Germany, and the Joint Commission had recourse to these firms after consulting the representatives of the senders. Thus, from about the middle of 1946, it was possible to forward parcels to all countries in Europe. More than 10,000 parcels came from France, Great Britain, Egypt, Australia, South Africa, South American countries, and the Belgian Congo.

Under the same conditions, the Joint Commission agreed to forward parcels sent to it by certain delegations of the I.R.C.C., on behalf of prisoners-of-war or internees, addressed to relatives in Europe.

Later on, in order to alleviate the work of the Red Cross Societies, the Joint Commission had recourse to the postal service as soon as such service was re-established between Switzerland and the recipient countries.

* * *

At the time when the first parcels from overseas arrived in Geneva, the Joint Commission was receiving daily hundreds of letters from addresses in Switzerland, the writers of which complained that they found it impossible to send to their relatives or friends in Germany, Italy or Austria, parcels of food or underclothing and shoes, since the export of such goods had formally been forbidden by the Swiss authorities.

Similar letters were received in large numbers by the Swiss Red Cross. Newspaper articles reproached the I.R.C.C. with its inactivity in this respect, and pointed to the large measure of support which the people of Switzerland had always given to the International Red Cross.

As the result of a series of negotiations undertaken by the Joint Commission with the Swiss Red Cross and the Federal authorities, it was decided to organise a service of Red Cross parcels from Switzerland to all European countries except Germany.

The export of textiles and secondhand footwear was authorised. Post offices accepted parcels up to 5 kgs. in weight, which were
collected, under the responsibility of the Swiss Red Cross, in the frontier stations of Buchs and Chiasso by the Swiss postal service. The Swiss Red Cross entrusted the Joint Commission with the duty of forwarding these parcels to the Red Cross Societies of the various countries, which in turn handed them on to the recipients. A portion of the ordinary postal fee was returned to the Swiss Red Cross, which indemnified the Joint Commission out of it.

Many difficulties arose in connection with the despatch and distribution of these parcels. In order to secure their safety, the Joint Commission loaded them on separate wagons, which were attached to relief trains. It was therefore necessary to wait until the number of parcels for a given country was sufficient to fill a whole wagon. Furthermore, internal postal conditions in the country of destination did not always permit of a rapid distribution of the parcels. In certain countries the national Red Cross Societies had not yet been able to reconstruct the network of their local sections; thus considerable delays sometimes occurred between the departure of a parcel from Switzerland and its delivery to the recipient.

The public was alarmed by current rumours concerning the pillage of trains and depôts (fantastic as such rumours were) and did not always understand the reasons for delays. Hence there were many complaints. Finally, it was sometimes impossible to find the recipients, on account of loss of address or of wrong addressing.

Despite these obstacles, the Red Cross parcels were regularly distributed in Austria, Italy, Hungary, Yugoslavia, Greece and Poland. As soon as normal postal relations were re-established, the service ceased to operate.
XIII

COLLECTIONS

Origins.

The preparation and despatch of relief parcels called for a number of transactions and put the representatives of the Joint Commission in touch with an increasingly wide circle of people in receipt of assistance. The needs were so vast and so varied that on all and sundry occasions fresh demands were always reaching Geneva. They were of every description, and some were more indicative of the boundless confidence of the people in the power of the Red Cross than of any clear conception of its rôle.

In certain cases, however, the number of demands for the same object quickly showed how genuine was the need, even though the requests seemed to be somewhat outside the limits fixed for the work of the Joint Commission. There were, e.g., requests for spectacles and dentures for prisoners-of-war and interned civilians, for toys for children and books for people in general, and there was no end to these requests.

When the first applications for spectacles arrived, at the beginning of 1941 (and neither the I.R.C.C. nor the Joint Commission had any funds available to purchase such articles), it was decided to organise a collection in Switzerland which would enable some of the requirements to be met.

The success of this first collection proved that recourse might be had to similar means in order to obtain, if the demands were pressing, teeth and dentures, toys and books.

Although the first two collections were simultaneously launched by the I.R.C.C. and the Joint Commission since the proceeds were to be divided between prisoners-of-war and civilians, collections for the latter were undertaken by the Joint Commission alone.

I. Collection of Spectacles.

Preliminary Work.

From the beginning of 1941, the Director of the Unitarian Service Committee, who dealt with relief to the civilian camps in
France, and later numerous prisoners-of-war and interned civilians, applied to the I.R.C.C. and the Joint Commission for spectacles. It was of course impossible to replace or repair broken or lost spectacles in the camps. On the other hand, as lack of food often results in the sight becoming impaired, people who had never before worn spectacles began to find it necessary to do so.

People began to remember that in Switzerland, in almost every home, there were spectacles which had once belonged to short-sighted or long-sighted owners, which had been put on one side. These spectacles and lorgnons, which had long languished in boxes, in drawers and cupboards might, in the long run, be an encumbrance. It seemed quite possible that people might willingly relinquish these relics for the benefit of war victims, and that a Red Cross appeal might meet with considerable success.

The question then arose as to how this collection could be organised. In the first place, an agreement in principle was necessary with regard to permission to export the spectacles collected. Such permission was obtained without difficulty. The Central Committee of the Swiss Women’s Civilian Service declared its readiness to make the collection, and it thus became possible to start work after several weeks of careful preparation.

The next requisite was to choose a favourable moment, since upon this condition the success or failure of a collection often depends. The summer months did not seem very propitious, for people who go on holiday do not as a rule take their old spectacles with them. It was thought better to wait until October 1941. In the meantime, useful contacts were made with opticians whose collaboration and support were indispensable to the success of the plan.

In agreement with the opticians’ association, it was decided that the population might deposit their discarded spectacles with all members of the association. One great advantage in this was that spectacles thus deposited at the specialists could in many cases be repaired on the spot. A large number of collaborators of the Swiss Women’s Civilian Service backed this initiative by calling personally on opticians in their neighbourhood in order to obtain their co-operation. As the number of reliable opticians was still too small, steps were taken with the organisation known as the "Joint Convention for the Improvement of Trade in Optical Goods
in Switzerland”, requesting it to authorise its members to take part in the collection.

The Collections.

From the very outset of these negotiations, it was clear that such a collection should be organised by a central office capable of giving advice and instructions. The secretariat of the Swiss Women’s Civilian Service notified all its cantonal secretariats of the collection. Moreover, a member of the Swiss Women’s Civilian Service was appointed to supply each optician with the necessary material (envelopes, advertisements, etc.), and to help him in sorting and despatching the spectacles to the I.R.C.C.

In districts where there was no optician, the Swiss Women’s Civilian Service itself opened depôts, packed up the spectacles collected and labelled them “Spectacles not examined and not checked by an optician”. These parcels were sent direct and post free to Geneva. Opticians were asked not only to take delivery of secondhand spectacles, to classify them and measure the distance between the pupils, but also to repair the damaged ones. Special envelopes were sent to opticians (10 cm. × 5 cm.) in which to send off each pair. There was space on each envelope for a brief description of the contents.

In addition, propaganda placards were distributed everywhere, exhibited in opticians’ windows or displayed in tramcars.

At the same time, many articles appeared in the Press. Brief notices reminded the public that they should continue steadily to support this collection in aid of the I.R.C.C.

Finally, circulars were sent to all the women helpers requesting them individually to increase their efforts to ensure that the collection should result in as great a response as possible.

The people of Switzerland responded to these appeals. Some of the spectacles collected were, of course, useless or broken, but could be repaired to some extent, while the remainder was passed to the salvage department. Spectacles with silver or gold mounts were carefully set aside. Some of the precious metal was sold and the sums obtained were sufficient not only to meet all the expenses of the collection but also to contribute towards subsequent administrative expenses.
To the general surprise, the collection lasted several months, not merely several weeks as had been contemplated. Probably it was some time before the news of the collection percolated to remote villages. It was, however, necessary to fix a time-limit for the work. The Spectacle Service nevertheless continued to receive spectacles from private individuals for several more weeks.

Classifying and Checking Spectacles.

The collection, properly so called, of second-hand spectacles, organised under the auspices of the I.R.C.C., had been carried out exclusively by the Swiss Women's Civilian Service. But the classification and checking of the material received fell to the Pharmaceutical Service of the Joint Commission.

Cases, packages and small parcels, which piled up each day, had to be sorted. Spectacles in good condition were kept apart from those which were unusable. All those in the same category were collected and measures were taken to despatch this material to beneficiaries as required. It was essential that classification should be carried out rapidly and accurately, so that the spectacles might be despatched immediately requests were received from the camps.

Pigeon-holes lined the walls of the two rooms utilised by the Spectacle Service in the premises of the Joint Commission. Seven hundred separate partitions were numbered, corresponding each to what is technically called "Quarter diopteric". The spectacles could thus be easily unpacked, sorted and put into the appropriate partition. The following groups were noted amongst others:

1. Spectacles for the longsighted with the same dioptry for the right and left eye;
2. Spectacles for the longsighted with the right dioptry stronger than the left;
3. Spectacles for the longsighted with the left dioptry stronger than the right;
4. Spectacles for the shortsighted with the same dioptry for the right and left eye;
5. Spectacles for the shortsighted with the right dioptry stronger than the left;
6. Spectacles for the shortsighted with the left dioptry stronger than the right;

7. Tinted spectacles with dioptries;
8. Double lens spectacles;
9. Spectacles for cataracts,

and, lastly, groups of special spectacles (cylindrical and bifocal.)

Furthermore, some thousands of sun glasses and glasses for motorists were kept in the cupboards, as well as a number of cardboard boxes containing mounts received without lenses, and the thousand or so glasses without mounts which were found most useful in making new combinations.

Each pair of spectacles and every lens had to be taken one by one, its condition checked and had then to be cleaned. Opticians had already determined the strength of most of the lenses. But the Spectacle Service had none the less to check these indications when despatching the glasses, as the preliminary classification had not been carried out with the same exactitude. A double check was therefore essential. This task was undertaken by an experienced optician who used a special instrument called a "focometer" obligingly loaned by a Genevese optician.

With great good-will and competence voluntary collaborators helped the Spectacle Service to check, sort and clean thousands of pairs of spectacles, to measure the distance between the pupils and to recondition old cases.

For their part, many opticians collaborated by making their workshops available, which greatly facilitated the delicate work of classifying and reconditioning. Without the invaluable co-operation of these specialists it would have been impossible to implement many requests from prisoners-of-war and civilian internees, especially when cylindrical or bifocal lenses were required, or when spherical or cylindrical combinations had entirely different right and left lenses. The case was similar when lenses had to be adjusted to a specified axis. Lengthy research was often necessary before the appropriate right and left lenses were found, for both often came from two different pairs of spectacles, and it was the optician's task to combine the lenses so that they would give satisfaction to the wearer. Sometimes too, when at last the two lenses required were thought to correspond, it was found that one was 40 mm.
in diametre and the other only 36 mm. It was therefore impossible to fit them into the same frame. It also happened that the four numbers required for both lenses were about the same, but that one of the lenses was convex and the other flat, and this again made it impossible to fashion a pair of spectacles. The work had then to begun all over again, and a search made among the thousands of pairs of spectacles.

*Despatch of Spectacles to Prisoners-of-war and Civilian Internees.*

In order that the requirements of prisoners-of-war and civilian internees might be known in regard to spectacles, the Spectacle Service had drawn up various questionnaires.

Furthermore, a circular intended for doctors in the camps was issued in four languages. This circular gave instructions for filling out correctly and making proper use of the questionnaires.

The agreement of the civilian and military authorities of the various belligerent countries had then to be obtained for the questionnaires to be sent in large quantities to the camps. All these formalities took weeks and often months.

Deficiency diseases, arising from prolonged internment and causing a weakening of sight, were no doubt responsible for the large number of requests received. The need for this work is also clearly shown by the fact that 80% of the requests were for bifocal or cylindrical lenses with strong dioptrics. This showed that four-fifths of the enquirers needed glasses not only for reading, writing and seeing at a distance, but that they would have been almost blind if they had been deprived of them.

The balance of the collection was handed over by the Joint Commission to the I.R.C.C. for the prisoners-of-war when the number of civilian internees decreased.

2. *Collection of Artificial Dentures*

In the face of urgent demands from prisoner-of-war and interned civilians’ camps, the Pharmaceutic Service of the Joint Commission decided, in 1943, to organise a collection of second-hand artificial dentures in Switzerland.
This novel initiative — which was made possible by the attitude of comprehension shown by the Federal authorities — was favourably received by the Swiss people. Over 200,000 artificial teeth, in perfect condition, recovered from sets of teeth collected, were thus obtained. This was a remarkable result, which enabled very valuable replacements to be sent to prisoner-of-war and civilian internee camps. In 1944, a second collection resulted in another 200,000 teeth, making a total of 400,000 in all.

Indeed, the unsatisfactory conditions under which the prisoners-of-war and civilian internees had to live resulted in spoiling their teeth, and their health suffered in consequence.

The scarcity of artificial teeth in the European market — about 75% of pre-war world production came from the U.S.A. — had not only deprived the camps of this essential article, but had also appreciably curtailed the possibility of relief organisations acquiring the necessary material for making new sets.

Organisation.

It was by means of the daily papers that this initiative was brought to the public notice in Switzerland. An appeal was also made to Medico-Dental practitioners through their professional publications and by means of individual circulars, asking them to recommend this collection to their clients.

The collection had the welcome support of the Swiss Odontological Society and of the Medico-Dentists' Association of the Canton of Geneva. It should also be noted that firms specialising in the dental branch in Switzerland, as well as many medico-dentists, contributed to the success of the undertaking by sending the Pharmaceutical Service very large quantities of artificial teeth necessary for dentures. Finally, parcels addressed to the Pharmaceutical Service had the advantage of being sent postage free.

Thus it was that with but modest means of propaganda this collection yielded most satisfactory results.

Utilisation of Artificial Dentures.

In the first place, it should be pointed out that there is no way of making use of second-hand appliances, so that the collection of dentures aimed solely at the recovery of the artificial teeth which
had been used in their manufacture. On the other hand, teeth collected by this means could without difficulty be utilised (after cleaning and disinfection) for making new sets of artificial dentures.

Classification.

The recovery of artificial teeth involved considerable administrative work.

Artificial sets tended to arrive in the most varied forms; masculine and feminine sets, complete or part, top sets and lower sets, intact or broken. All had to be dismounted, cleaned and disinfected. The Joint Commission engaged a dental mechanic for this work.

Once the work was accomplished, there remained the work of sorting (centre, lateral, canines, premolars, upper and lower molars, left and right), classifying according to size and colour, assembling in mouths of 6, 6 and 14, and 28 teeth, and lastly mounting in wax.

It will be seen that this was a considerable work. But it was fully justified by the scarcity of artificial teeth on the European market.

Despatch of Material.

The despatch of dental material to the camps was dependent on various factors.

Not all the camps had an organised dental service, although the I.R.C.C.'s Health Service had tried to induce the responsible authorities to instal such services.

The question was, moreover, somewhat complicated. The setting-up of workshops and dental cabinets necessitated a large amount of machinery and tools, which at that time it was difficult to procure. It also presupposed the existence in each camp of the necessary qualified staff, which was not always the case. The proximity of more privileged camps in this respect occasionally helped in solving this problem, as well as the problem of creating a mobile dental clinical service.

Furthermore, the war organisations of the I.R.C.C. also sent to prisoners in camps where there was no dental service, but who had access to a civilian dentist, the material necessary for making
their artificial dentures. This form of individual relief rendered inestimable service to those without teeth in the camps.

3. Collection of Toys

In 1945, the Administrative Delegate of the Joint Commission conceived the plan of sending toys to the children at the same time as food. Besides, it was not unusual for matrons of homes, reception centres or holiday camps to apply to the Joint Commission asking for books and toys. The despatch of such books and toys clearly facilitated the work of such matrons since the idleness of their charges, especially during bad weather, had a disastrous effect on their temper and discipline. It is well-known how important it is for the mental equilibrium of children that they should be able to play and to use up their energy.

For this reason the Joint Commission considered that, in adding toys to the parcels of food, clothing, medicaments and tonics sent to child victims of the war, it could to some extent comfort them and that a similar result might be obtained in this sphere as that achieved by the I.R.C.C. in sending books to prisoners-of-war (intellectual and moral relief).

Organisation.

Having made sure that official authorisation would be granted, the Joint Commission, with the agreement of the Swiss Red Cross, solicited the collaboration of the Swiss Women's Civilian Service in organising the new collection.

A start was made by drawing up a plan of propaganda; texts were drafted and suggestions made for a poster; steps were taken to ensure the co-operation of people or organisations which could undertake to repair slightly damaged toys, and to make others, strong ones, free of charge.

Unfortunately, the permission granted by the Federal War Office for assistance did not admit of recourse being had to the daily press. As the appeal which had been drafted was addressed especially to the children, the Joint Commission asked the Public Education Departments of all the Swiss Cantons for permission to
send it to the pupils through the teaching profession who were to be asked to add a few comments.

This request had a good reception in the various Public Education Departments which agreed to it, often in most encouraging terms. Teachers, both men and women, also showed great comprehension.

Articles were written in publications for the teaching profession and in other papers, children's papers among others. Leaflets were distributed in schools, where posters were also displayed with lists of toys wanted and those to be avoided.

Nearly all the Cantons took part in the collection.

It may be mentioned that the Federal Railways and official haulier contractors to the railways accepted such goods carriage free, and many contractors who ran lorries between stations and collection centres charged half rates.

The three transmitters of Radio Suisse, on their part, consented to collaborate in this work by broadcasting information on the collection during the "Children's Hour", as well as in their publications.

The Collection.

The Swiss Women's Civilian Service set up collecting offices almost everywhere in Switzerland. Whenever possible, the windows of the offices displayed propaganda material with attractive window-dressing.

All toys in good condition were accepted, except those which were a reminder of the war, and they poured in in large quantities. They were new or secondhand, but almost always in good condition.

Many of the camps for internees and refugees in Switzerland showed their sympathy and ingenuity in making very nice toys of very limited material.

The success of this collection exceeded all expectations. Further depôts had to be hired in which the parcels could be deposited which, until March 1945, came from all parts of Switzerland.

In sending off each consignment account was taken of the approximate number, the age and the sex of children who were to share in it, and endeavours were made to make up varied parcels calculated to suit all tastes. Some consignments were addressed
to places, reception centres or particular organisations which had expressed to the Joint Commission a wish to receive toys. Other larger consignments were sent to the national Red Cross Societies of the various devastated countries, for distribution to one or other of the particularly distressed areas.

The Joint Commission also sent toys to all homes and refugee camps in Switzerland where there were children. These deliveries, as well as many of those intended for foreign countries, were made in time for the Christmas and New Year celebrations of 1944-45.

The acknowledgments which reached the Joint Commission were always accompanied by letters in which the recipients enthusiastically expressed the delight caused by the arrival of the gifts, and the gratitude felt by the young beneficiaries, as well as by those who had the care of the children.

The 30,000 kgs. received, which represented about 150,000 toys, began to be forwarded to the devastated countries — France, Belgium, Poland, the Netherlands and Yugoslavia — in December 1944.

When stocks began to run short, the Administrative Delegate decided to organise a second collection, with the co-operation of the Catholic and Protestant organisations. Although it was found impossible to set up collecting offices in public thoroughfares, the results were excellent. The enthusiasm of the little donors was untiring.

Consignments continued to be sent off until the summer of 1946, and were extended to countries which had not until then had a share, e.g., Greece, Hungary, Germany, Austria, Italy, Albania and Bulgaria.

A total of about 62,000 kgs. of toys were thus distributed. After the despatch of parcels ceased owing to stocks running short, the Joint Commission still continued to receive requests. The many tokens and letters of thanks received were proof of the appreciation felt, and showed that the collection had been completely successful.

4. Collection of Books

The conditions in which the people of the occupied countries lived has been shown in Chapter VII (Requirements). Among all the privations there was nevertheless a tendency to uphold the
continuation of national institutions. Central and local administrations remained in touch with the public, and continued to carry out, though under supervision, some of the work for which they were normally responsible. Within the limits of the means available, which varied from country to country, special efforts were made to preserve intellectual life and the regular working of the schools.

These attempts were not always uniformly successful. Buildings had sometimes been so totally destroyed that the necessary premises were not available, teaching staff was scarce, or distress was so urgent that there was no thought for any but immediate needs.

On the other hand, the lack of paper and books were an obstacle to success. Where any equipment did exist, the shortage of coal had greatly reduced the production of paper and the work of the publishing houses. In some countries printers were unable to work at all, or only worked clandestinely.

Universities and libraries were also hit by bombs, the works essential for students were consumed by the flames and it was impossible to replace them.

When the occupied countries were at last liberated and the Axis countries invaded, the pillaging which accompanied the general turmoil damaged or destroyed quantities of printed matter.

In all the countries hit by the war, there was a lack of books of all sorts; schools manuals for all grades, technical works, general literature. The authorities were unable to supply young people who desired to complete their training, either professional or intellectual, and to start on the reconstruction of the country, with new implements.

In Switzerland also, many organisations endeavoured to collect and supply books to schools or communities with which they were in touch. It seemed, however, that action on a wider scale would bring better results and, on the suggestion of the Administrative Delegate, the Council of the Joint Commission decided, at the beginning of 1946, to accept responsibility for the cost of making a collection of books and school material, which was organised all over Switzerland during the following months.

The works most needed were, as has been seen, in order of urgency: school books, works for university libraries, technical works and general literature to reconstitute the public libraries.
Taking these needs into account, the Joint Commission applied to the heads of the Swiss libraries asking for any works which they might be able to spare. Application was also made to those in charge of public education for school manuals which were no longer in use.

As regards technical works, the Joint Commission was assured of the co-operation of the Swiss Association of Engineers and Architects, which had already collected from its members a number of volumes for their foreign colleagues. Thanks to the support given by this powerful organisation, which appealed to its sections, the Joint Commission was able to get into touch with donors whose consignments were of remarkable quality.

Lastly, the public, having been informed through the daily papers that a collection was being made, sent an imposing number of books by parcel post on the very first day of the collection.

Conservatoires and schools of music were also petitioned, since musical literature was in urgent demand.

More than 70 tons of printed matter and material were collected. As was to be expected, in view of the linguistic character of Switzerland, works in German were in the majority. Books in French and Italian were however, numerous and English literature was also represented.

Most of the volumes were in good condition and bound. Some publishing houses sent new and excellent works.

The premises available were soon too cramped to allow of the essential work of sorting to be done. Others premises were rented and, for a while, even one of the offices of the Secretariat was used.

The volumes were classified, by language, in categories corresponding to the various requirements of those for whom the books were intended. In the general literature section there were novels, biographies, travel tales, anthologies of poetry, historical works. One section on teaching contained the various manuals, according to discipline and grade — primary, secondary, university. Technical works, books for children, and works for university libraries not coming under the heading of manuals, were classified separately. Instrumental music was set apart from vocal, which included also books of songs. There was a most varied assortment of material for schools, from coloured crayons to calculating rulers and drawing
boards, exercise books of every description, sticks of chalk, and ink.

All material which could be used by technical schools was classified and sorted before being despatched to the establishments in those countries whose language was not amongst the books collected.

So that room could be found in the already full warehouses for the books which were continually arriving, the books were sorted and put into cases immediately, each case bearing a number and letter so that the contents could immediately be ascertained.

Moreover, as consignments for occupied Germany had to be approved by the censor, a list in several copies had to be made out of the volumes in each case. This requirement of the occupying authorities involved a great deal of work and considerably delayed packing.

The cases went forward immediately on receipt of the Swiss export permit. Municipalities, universities, and homes were the first beneficiaries. Later on, other consignments were sent to Red Cross Societies, technical schools and Ministries of Public Education.

Consignments for Germany required more formalities than the others. The lists submitted to the censor had to be received back before despatch. It generally took from three to six weeks to get these lists back. The lists submitted to the authorities never gave rise to any comments — a proof that the sorting had been conscientiously carried out.

The procedure for despatching differed according to the zone. In the French and British Zones, the I.R.C.C. delegations took charge of deliveries and undertook to distribute the books to the receiver. In the American Zone, the cases of books had to be addressed to a central depot at Stuttgart, which undertook distribution to the universities and schools. All consignments were announced to the I.R.C.C. delegation, so that it might check distribution.

The books collected were for the most part in German, which of course limited their geographical distribution. Nevertheless, in all cases where technical books or books for universities were required, it was possible to send them, in agreement with the beneficiaries and the authorities, to countries of Latin or Slav language.
France, Poland, Germany, Hungary, Austria, Italy and Yugoslavia received books and material from the Joint Commission. Periodicals and illustrated papers were distributed in Switzerland itself to refugee camps and sanatoria and, to some extent, in France.

The comparatively small quantity which the Joint Commission had available made it desirable to ensure that a rational use was made of these gifts. For this reason individual consignments were prohibited, and the books collected were allocated solely to communities. Every book despatched was therefore assured, on receipt, of many readers, and might serve for several years to allay the thirst for knowledge or the desire for recreation of all those who opened it.

In concluding the chapter on Collections, it should be emphasised that success could be achieved only through the assistance of the Swiss who, throughout the war years, responded indefatigably to all appeals made. Experience showed that the final appeals for collections, far from meeting with indifference as might have been feared, gave as good results as the earlier ones. There was no doubt that the objects aimed at and the beneficiaries to be helped had the sympathy of the public, whose generosity, when it can be won, is always astonishing.
From an unobtrusive beginning, the range of action of the Joint Commission, thanks to the negotiations carried through by the I.R.C.C., was widely extended.

Yet, in 1941, its name was hardly known, its work ignored. The I.R.C.C.'s intervention in favour of millions of prisoners-of-war whose capture had sometimes been the stake in battles now famous, received wide publicity because of the very nature of the beneficiaries and the collaboration of all their relations and friends. But the work of the International Red Cross in aid of civilians was only beginning. It was sanctioned by no convention. Its efforts, which were wholly empiric, could be successful only under cover if legitimate susceptibilities or unfavourable suspicions were not to be aroused.

The Joint Commission, which was the organ both of the I.R.C.C. and of the League, owed it to itself publicly to give an account of its activities. It was important, too, to make it known in the then restricted circles which were beginning to feel anxiety as to the fate of non-combatants in their silent battle against ever more exacting requirements. Above all, it was important to find funds and goods for carrying out the work assigned to the Joint Commission by its founders.

This was the aim which led to the drafting of a brochure, published in August 1941 under the title "Work of the Joint Relief Commission for Women and Children Victims of War". During the years which followed, as the Joint Commission's sphere of activity became wider and more varied in character, and facts testified to the value of the assistance rendered, other similar brochures were published.

These pamphlets recalled the circumstances in which the Joint Commission was created and its field of action defined. Informa-
tion followed, giving statistics regarding the tonnage of goods purchased and in transit, and the funds in use. Under the heading of each country the nature of the relief given was stated, the number of those aided, and the class to which the beneficiaries belonged. A brief description of some of the relief work was given.

Furthermore, the country of origin of the goods was stated and actual purchase possibilities and means of transport were emphasised.

As the aim was to rouse the interest of prospective donors, information was given as to the procedure to be followed in sending either funds or goods to the Joint Commission for its work of relief.

The volume of these publications reflected the activity of the Joint Commission. With the increase in the number of countries relieved and the quantity of goods carried, they became even fuller and more varied. Photographs were reproduced showing the departure and arrival of consignments and the distribution of the goods. They endeavoured to give a condensed but clear and vivid picture of the task entrusted to the Joint Commission so as to induce the various organisations concerned to have recourse to its services.

These general indications, though sufficient to give the public some idea of the Joint Commission’s work, gave but few details as to the nature and extent of the consignments. In particular, they were no substitute for the reports to donors regarding the use made of their funds.

These reports were drawn up and revised as soon as all documentary evidence — receipts, statements of shortages, distribution data, etc. — had been collected. It has been shown how comparatively small were the sums received by the Joint Commission in 1941; each report to the donor concerned a few consignments only, and could give no complete idea of the whole.

It was of value, on the other hand, to assemble all consignments to a particular country in one publication where all the donors were mentioned, in order to enable each donor to form some idea of the efforts of the others, and thus to acquire that feeling of solidarity which comes from helping in a common cause. This procedure threw a more favourable light on the work of the Joint Commission than incomplete reports could have done. It allowed of easy comparison between the value and extent of the relief given to each country.
These were the reasons which led the Joint Commission to publish a series of memoranda on the parcels of food, clothing or pharmaceutical products forwarded to any particular country during a specified period.

After a preface giving a broad outline of the work of relief, the composition and value of each parcel was stated, together with the name of the donor. Tables summarising and grouping the relief supplied, the nature and origin of the goods and the regularity of consignments, were also given.

These memoranda sometimes indicated the consignments forwarded during one year, and sometimes during two or three years.

Though it was important to bring the result of the Joint Commission’s work to the notice of the donors and the public, it was no less necessary to let them know of the difficulties encountered and the obstacles which prevented the despatch of relief.

Whenever relief work was of special interest, either owing to the particular category of the beneficiaries or because of the country of origin of the goods — e.g., consignments of food from Turkey to Yugoslavia, relief to camps in the South of France and to the Jewish camps — statements were published giving details of preliminary negotiations, unavoidable delays and various other unforeseen incidents. This report explained why the receiving organisation, in liaison with the I.R.C.C. delegation on the spot, had seen fit to choose such and such methods of distribution to ensure, above all, the most rational use of the relief. These methods varied according to country and to the living conditions in a given country, also according to the class of beneficiary — women, children or sick — to which those in receipt of relief belonged.

While emphasising the results obtained, the publications informed their readers of the intricacies of the problems sometimes raised by the purchase and transport of goods, and of the precautions which the Joint Commission took to ensure their safe arrival and to check their fair distribution. They were intended to encourage donors to make enquiries of the Joint Commission as to possibilities of helping in relief work in countries already in receipt of relief, or in other parts of Europe.

The characteristics of all the publications briefly described above were, in short, summaries of activities. It was essential
that the results obtained should not remain the secret of the initiated few. The memoranda which appeared in 1943 dealt with consignments to Belgium, Greece, Yugoslavia and Poland. They could not, of course, cover all the shipments made by the Joint Commission. In view of the constantly increasing amount of work, there was hardly time to prepare similar monographs for all countries. The brochures which had appeared were, however, excellent propaganda, and, addressed as they were to carefully selected destinations, certainly contributed to making the Joint Commission's work known in a variety of circles.

News of the arrival of the relief at its destination, its allocation and distribution, naturally spread throughout responsible circles in the countries assisted. Often the contacts made with representatives of the beneficiaries, or with the heads of the receiving organisations, made it possible to obtain information regarding the health of the population or the food situation. Such information was the more valuable because its source was known and because, owing to the interruption of normal communications with abroad, certain countries had long been isolated from the rest of the world.

A careful study of the situation as regards the manufacture of pharmaceutical products, and the indications which might be gathered therefrom, allowed of an estimate being made of probable requirements.

With a view to facilitating the initiation of relief operations by drawing attention to certain indispensable requirements, the Joint Commission quite naturally felt bound to publish certain studies on particular subjects which competent scientists had prepared at the Joint Commission's request, or which had been drawn up by its Pharmaceutical Service, with the assistance of authoritative advice.

Thus, in 1942, the Commission published a study entitled "The Campaign against Exanthematic Typhus and Recurrent Epidemic Fevers" by Prof. H. Mooser, professor of the Faculty of Medicine and Head of the Institute of Hygiene at the University of Zurich. This leaflet contained a résumé of the mechanical, physical and chemical processes used in preventing the propagation of these two diseases, "one of the consequences of war and distress". The monograph concluded with practical rules based on experience.
This, the first of the miscellaneous publications, was followed by others. In 1943 appeared two studies, one on "The Importance of Vitamins as Nutritive and Medicinal Substances", the other, "The Campaign against Epidemics". In 1944 appeared "The Treatment of Bacterial Affections by Sulfamides", and in 1945, "The Problem of Insulin in Europe" and "Materia Medica Minima".

These last two studies are worthy of special mention.

*The Problem of Insulin in Europe.*

The chapter on pharmaceutical products described the efforts of the Joint Commission in 1940 to obtain insulin. There was no falling off in the number of urgent appeals which never ceased throughout the war years. Their increasing numbers indicated a steady aggravation of the situation, which had been difficult even at the beginning of the war. In order better to understand the situation, the Joint Commission sought to discover its causes and to study means of remediying it.

In order to obtain the elements necessary for an appreciation of the situation, the Joint Commission drew up a questionnaire which was sent, more often than not through the Red Cross Societies, to the health institutes of a number of countries. Definite replies were received only from Germany (some areas), Belgium, France, the Netherlands, Switzerland and Yugoslavia.

The object of the enquiry was to determine the average quantity of insulin taken daily by a sufferer from diabetes, the average number of diabetics in each country, and the national production of insulin. These figures were for use in estimating requirements.

Though the limited number of replies was not sufficient to permit of any general conclusion being reached, a study of them nevertheless gave rise to some interesting observations. The production of insulin in Europe was insufficient to meet the demand. The only country where the production of insulin had been maintained was, at that time, Denmark.

All these indications made the creation of a "Fund for the Purchase of Insulin" most urgent, and the Joint Commission proposed to set it up for the purpose of supplying, by despatch of emergency quantities, requirements which might be expected to continue to increase.
The "Materia Medica Minima" was born of a necessity of a different kind.

*Materia Medica Minima.*

"Have no medical supplies whatsoever." Such was the laconic appeal imploring the Joint Commission, when it first started its activity, to send medical assistance to a capital which had just suffered from an air raid.

Such an entreaty, so tersely worded, could not but leave a somewhat bewildering impression. What must be sent? What medicaments might be needed in a big city? What quantity of each medicament? There were no statistics to aid the Joint Commission, no document dealing with this problem which could possibly be of any help. There was nothing for it but to improvise.

There might be other appeals of a like nature, and there were others later on. The Joint Commission energetically set to work on the problems of providing medicaments, and this question was the subject of much consideration. At its instigation, the National Red Cross Societies endeavoured to send exact and detailed information as to requirements in their respective countries. Such data were invaluable, certainly, but they also showed that the needs of different countries, far from being consistent and unanimous, were, on the contrary, of such extraordinary diversity as to be almost disconcerting. In the absence, therefore, of any concrete and practicable proposal, the Joint Commission felt it advisable to prepare a résumé of the various medicaments which, from actual experience and on the basis of medical science, might be considered as absolutely essential to ensure medical treatment for whole populations completely deprived of food and medicaments.

The results of its investigation are condensed in the "Materia Medica Minima" (M.M.M.). In it, all the medicaments absolutely essential in the field of therapeutics were supposed to be enumerated. Furthermore, so far as was compatible with the aims of the résumé, due regard was paid to certain national preferences: therapeutical methods on the European continent differed considerably from country to country, and medicaments commonly used in one country might be almost unknown in another.
For such a work, so decidedly international in character, it was desirable to use always exactly the same medical and pharmaceutical terminology, but such as could be easily understood by all for whom the pamphlet was intended. It was thus that Latin, which knows no frontiers and unites all cultured minds trained in classical civilization, was thought to be the best medium in this case.

The quantities indicated were understood to be "by unit of population", i.e., for 100,000 inhabitants, and were calculated for an approximate duration of six months. In order to determine these quantities, it had been necessary to draw upon the experience acquired during the Joint Commission's activity and to take as a basis, up to a certain point, the statistics available regarding the consumption of medicaments in Switzerland, particularly in the hospitals.

These figures were subject to considerable fluctuation according to the state of health of any given population. It was therefore only natural that the figures should give rise to criticism and should subsequently have to be modified. It was, however, of greater use to give at the same time an idea of the extent of such consignments of relief than to limit the indications to simple qualitative suggestions.

It was probable that circumstances and difficulties in delivery which were likely to arise when the M.M.M. was brought into being would compel a reduction in the volume of consignments as provided for in the résumé. To forestall this possibility, the M.M.M. had been divided into two separate main categories. The medicaments in each of these could constitute separate despatches. If difficulties were to arise in making simultaneous deliveries of both parcels, the parcel coming under the first category was to have priority. This first consignment included, primarily, essential medicaments for the prevention and treatment of infectious and epidemic diseases. Furthermore, it was intended to cover the major needs of general therapeutics and surgery.

It was proposed to send bandages, cotton wool, surgical instruments, etc., in special parcels, so that there was no necessity to make any mention of them in the M.M.M., which was reserved exclusively for medicaments properly so called.

The pharmaceutical terminology chosen by the M.M.M. was strictly that used by the Pharmacopœia Helvetica Quinta. For
medicaments not included in this latter, the usual designation, as known in Switzerland, was retained. A very small number of medicaments were designated by the names borrowed from the pharmacopoeiae of other countries. In this case it was a question of remedies which, in Switzerland, and in many other countries, were considered as pharmaceutical specialities. To avoid quoting the names of specialities, implying always a certain restrictive meaning, preference had been given to designations already codified in some of the national pharmacopoeiae.

As the medicaments in the first category resulted to some extent in an over-reduced M.M.M. it had seemed necessary to add a short therapeutic index wherein all possible indications regarding these medicaments could be found. This shows how the M.M.M., concerned with the barest necessities, could, by the multiple and polyvalent use of its medicaments, do duty for many and various preparations as well as for the more selected and specific therapeutic agents which medical practitioners habitually employed.

The list of synonyms compared the M.M.M. terminology to that of the various national pharmacopoeiae. Any term not sanctioned by a pharmacopoeia was given in the language of the country concerned.

The notes annexed to the M.M.M. defined and explained certain details and referred particularly to classification by pharmacological groups. The main reasons for the choice of medicaments, the way in which these had been arranged according to comparative priority in requirements, and many other questions, were dealt with and explained in regard to each pharmacological group.

This work, which was called into existence by the needs of the moment, possessed a usefulness which it seemed would outlast the war period. It could be used as a basis for the preparation of extensive relief work and also by the national Red Cross Societies and their medical departments in collaboration with the health services of the various countries, to determine the nature and quantity of medicaments deemed essential to provide for requirements likely to be felt after the cessation of hostilities.

* * *
It often happened that the Joint Commission was called upon to give relief organisations some idea of the optimum use of the products despatched to them. This was to a great extent dependent on conditions of storage.

This was particularly the case in connection with milk products which, owing to their comparative scarcity, were most valuable and could not be wasted. It was found necessary to publish a booklet entitled "Milk Foods, their Composition, their Use and how to Store them" which gave instructions both on methods of conserving powdered milk or condensed milk, and concerning the daily quantities to be given to children, women and old people, and the necessary precautions in the preparation of full milk, which was so much needed by them. A special chapter dealt with the preparation of sour milk and milk for dietetical use. This brochure has been re-issued twice since. A large brochure was issued at the same time entitled "Storage and Preservation of Essential Food-stuffs", in which the best methods were indicated of preserving food from the waste caused either by unsatisfactory storage conditions or by insects.

The aim of the Joint Commission was to obtain relief for those countries which needed it, and to see that such relief was equitably distributed. It has been shown how great was the distress in occupied Europe in 1941, and in what a state of privation, bordering on famine, the people of these areas lived. The effects of air raids, especially from 1943 onwards, added daily to the general suffering and distress.

In comparison with its commitments, the resources of the Joint Commission were as a drop in the ocean. And these resources had to be used with caution. The Commission had to be able to advise donors by supplying facts, so that relief might be distributed where it was most needed. The Commission wished to avoid overlapping, and declined to allow the goods which it imported to be included in the general food rations.

From the general welter of distress, the Commission endeavoured to single out those needs which nobody was able to satisfy. The way in which such needs were discovered is explained in the next chapter. There were, however, certain factors among those which the Commission set itself to bring to light which stood out in such a way as to compel attention.
Among the more immediate effects of the destruction caused by the war was a more or less considerable reduction in the quantity of goods for distribution, with the consequent necessity of reducing individual rations. The amount of these rations was not established in relation to physiological or other needs, but solely in consideration of the quantities available at any given moment.

Undernourishment was endemic in all the occupied countries. It was the cause of the increase in the number of diseases, the appearance of certain maladies as also of conditions of weak health which justified the distribution of relief.

In order to get as clear a view as possible of the comparative needs of various countries, it was necessary to determine as accurately as possible the obvious deficiencies of the official food rations.

This was the aim of a study published by the Joint Commission in May 1944 entitled "Insufficiency in the Food Supplies of Various European Countries".

It was common knowledge that the methods adopted were liable to error from several points of view. Not all the foodstuffs available appeared on the ration cards. On the other hand, the rations available might quite well not correspond to the coupons, and the amount of food procurable might be either more or less than the official rations.

Moreover, the quality of the food remained an unknown factor. It might contain minerals or vitamins which bad cooking might destroy.

It would have been impossible in 1943 to obtain, for the countries concerned, the indications indispensable for an enquiry which should take account of all these various factors. The study carried out by the Joint Commission applied, however, to millions of human beings who were compelled by their situation and environment to exist on the official rations. This was certainly true of the majority of the people under consideration.

The enquiry covered the following towns and countries: Belgium, Belgrade, Croatia, Finland, France, Germany, the Netherlands, Italy, Norway, Poland, Rumania, Slovakia and Sofia.

The rations distributed during two periods (corresponding if possible) in 1942 and in 1943 were analysed. The nature and amount of deficiencies in relation to normal rations were noted.
The requirements were then worked out in calories, proteins, fats, carbohydrates, mineral substances, water and vitamins.

In the previous chapter, it was shown how undernourishment could be made good by means of a certain quantity of foods selected from among those giving the best results in small bulk. These quantities were calculated per 100,000 persons over a period of 30 days.

Additional data enabled a supplement to this study to be published, under the same title, in December 1944, another in April 1945, and a third in February 1946.

The scarcity of fats, which had been already brought to light in the brochure on deficiencies, was dealt with more exhaustively in another study entitled:

*Fettsversorgung Europas.*

After analysing the pre-war situation and the imports necessitated at that time by consumption in the various countries, it was shown to what extent requirements could be satisfied in view of the almost universal drop in home production.

It was already clear that the European countries affected by the war would be, or were already, in an extremely dangerous position in this respect.

After the withdrawal of the German Army, as soon as it was possible to come freely to the assistance of the liberated countries, public opinion in general and, for stronger reasons, the heads of relief organisations, evinced a lively interest in the conditions of the people in such areas. In the face of conflicting information, it was sometimes difficult to reach any definite decision. The Joint Commission was often asked to supply the genuine information which was needed. The usefulness of such dependable data was obvious.

At the same time, on the other hand, the Don suisse for war victims began operations, relying on the direct collaboration of relief organisations.

As a general guide to any future relief work, the Joint Commission decided to issue a series of monographs on countries and areas which had been particularly devastated. The documentation was supplied by reports from delegates who had recently been in the
countries concerned, by information received direct by the Joint
Commission, and by that which the Economic Service of the Joint
Commission had asked delegates of the I.R.C.C. to supply. Under
the general title Contributions towards Swiss Help for War Victims
the Joint Commission issued, between January 1945 and May 1946,
32 pamphlets, which assembled useful indications on towns or
districts of France, the Netherlands, Luxemburg, Italy, Germany,
Austria, Bulgaria and Yugoslavia.

The Economic Service also prepared for the same purpose a
series of notes intended to keep donors informed of the changes
which were continually taking place in the health and food situa-
tion in the war-devastated countries. These notes, which com-
pared existing conditions with the pre-war state of affairs, described
the nature and extent of the destruction which had taken place,
and explained the reasons for chaotic conditions which appeared
extraordinary and incomprehensible to the general public. From
June 1946, notes on Hungary, Austria, Poland, Yugoslavia, Italy,
Bulgaria and Czechoslovakia were issued.

In July 1944, moreover, the Economic Service of the Joint
Commission published a series of studies for the purpose of deter-
mining, by economic methods, the requirements of certain European
populations whose resources had, owing to the war, decreased to
such an extent as to make relief measures indispensable. Under
the general heading “Food Requirements in certain European
Countries” Studies on Greece, Yugoslavia, France and Belgium
appeared in succession.

From the beginning of 1945, the series entitled Contributions,
already referred to, was substituted to some extent for these
studies, the last of which, published in May 1946, dealt with
Hungary.

Because of the position it occupied, and in order to respond to
the pressing appeals from the organisations concerned, the Joint
Commission came to the logical conclusion that a regular Informa-
tion Service should be organised. It was not, however, sufficient
merely to point to requirements. It was also only reasonable to
give particulars of the work accomplished in the relief of countries
which had been victims of the war.

For this reason the Joint Commission issued a Monthly Infor-
mation Bulletin, the first number of which was published in June
1946. In addition to general articles on topical subjects — the food crisis, the harvests of 1946, notes on the food and health situation of various countries — it contained a résumé of shipments made by the Joint Commission during the preceding month and information on its mechanism and general activities.

All the publications of the Joint Commission were the outcome of a need, the need to supply the public with information on the real situation in a given country, or to draw the attention of relief organisations to the origin, and to the possible dangers, of a shortage to which perhaps sufficient attention had not been paid.

In its anxiety to make the most of the endeavours of all those who wished to help in bringing relief to Europe, the Joint Commission did its utmost with the means at its disposal to show what were the greatest and most urgent requirements.

It was by no means easy to group, classify and assess the information collected. The setting up of an Economic Service, reference to which will be made in the Chapter on Administrative Organisation, enabled more time and more methodical consideration to be devoted to these questions.

On the whole, the Joint Commission issued 85 brochures, of from 4 to 120 pages in length. Most of these were issued in French, English and German, so that it was possible to reach a very wide public.

The number of copies issued of each of these studies varied according to the subject treated. General statements on the work of the Joint Commission and printed brochures were done in several hundreds of copies, and were addressed to the heads of Red Cross Societies, relief organisations, groups and private individuals who, it was thought, might be interested in the Joint Commission's work. Most of the I.R.C.C. delegations received several copies, and made them known to those who were seeking means of giving aid to the population of some particular area in Europe.

Roneographed studies, which were issued in from 50 to 200 copies, were addressed to selected persons of note, carefully selected for the influence which they might be able to exercise.

These documents gave a general idea of a situation very often insufficiently known, and their careful and methodical analysis of the data collected gave further support to the information which they contained.
To respond to the heavy demand, reprints of certain works had to be made and, in this case they were revised and brought up to date.¹

While popularising the work of the Red Cross, the Joint Commission's publications often led to donations being made, and were the primary cause of relief undertakings in favour of the populations whose living conditions they described.

¹ Cf. List of Joint Commission's publications. Annexed.
FINANCE

Original Funds.

As early as December 1940 the question arose how the administrative expenses of the Joint Commission could be covered. At this time three proposals were made in the Council; the first was that the International Committee and the League should advance money towards a common fund. It was also suggested that the Joint Commission might ask the national Red Cross Societies for special gifts. Finally, the possibility was contemplated of reserving a small percentage on sums received in order to finance relief activities. This latter plan was, however, rejected at the time because of a fear that such action might discourage donors.

The I.R.C.C. and the League therefore paid a thousand dollars each to the Joint Commission. These payments were the original funds of the Commission. During 1941, the Commission also received several cash donations from individuals towards its administrative expenses.

Allocations of Available Funds.

None the less, the sums thus received (18,625 Swiss francs during 1941) continued to be inadequate. In point of fact, it soon became apparent that some other sources of revenue would have to be sought since the administrative expenses of the Joint Commission for the year in question amounted to more than 33,000 Swiss francs. After some hesitation, the Council of the Joint Commission, at its Session of 6 October 1941, reversed its previous decision and took the view that a small allocation, made with the consent of the donors from funds received, was the only means of meeting the expenses of the Commission, which were mounting from day to day. Moreover, the increasing work of the Commission needed increased staff and the acquisition of new premises, etc., etc. The Council
of the Joint Commission therefore decided to notify donors that a tax of 2% would be levied on all funds intended for the purchase of foodstuffs and clothing over and above transport charges and storage of goods payable against invoices. This 2% reserve was shortly afterwards extended under the same conditions to cover pharmaceutical products.

From 1942 onwards, the Joint Commission began to undertake an extremely important work of transmission, since many organisations entrusted it with the custody of goods which it had to transport and to hand over to the beneficiaries. Although the Council had authorised it to take a percentage also on the value of goods in transit, the Joint Commission did not at once, or in all cases, avail itself of this new method of financing its operations. In 1943, however, a year in which the question of transit became of enormously greater importance, as a result of the fact that official blockade methods had been tightened, administrative costs continued to increase and the Joint Commission thereafter made a practice of asking for the payment of a 1% tax on the value of all goods entrusted to its care. It should be noted that the monetary value of the advantages offered to donors and, in particular, the advantage of free transport (an advantage which had not been obtained without difficulty or expense) was considerably larger than this tax. The sums obtained as a result of this system were insufficient in themselves to cover the administrative costs of the Joint Commission during 1944 onwards. Nevertheless, they constituted almost half of the total receipts in hand up to the end of 1946.

It can be stated with confidence that after the end of the war, although the activities of the Joint Commission had increased considerably, the total amount taken as taxation on purchases or on transport charges remained unsufficient. This was mainly due to the fact that from the moment that the war ended, there was, as has already been stated, a certain multiplication of small-scale relief actions which, as they increased in numbers, involved an enormous increase of work for the Joint Commission and greatly augmented its administrative costs. Furthermore, the Joint Commission had to abandon the practice of making its usual deductions in the case of a quantity of small donations which would in this case have been burdened with a charge which was not in proportion with their very small importance, and had also to do
the same thing as regards all deliveries of goods collected in Switzerland, on account of which the Commission asked only for the repayment of funds effectively paid over. The result was an evident lack of balance between the growing total of various expenses entailed by the development of the work of the Commission, and the total value of deductions made in order to ensure the payment of administrative charges.

*Individual Agreements.*

On certain occasions, the Joint Commission concluded special agreements with organisations with which it was in touch, either because the total amount of the gifts entrusted to its care was extremely large or because the special nature of the work entrusted to the Commission was not such as to authorise it to make the usual deductions.

Thus account was taken of the great volume of goods which the Irish Government sent to Europe after the end of the war in order to arrive at a lump-sum payment for the necessary administrative costs involved.

So too, the "Comité de coordination pour le Ravitaillement de la Belgique" concluded an agreement in 1943 with the Joint Commission, according to which the latter was entrusted with the duty of supervising the supply of food to Belgium which was being made directly from Lisbon without passing through Geneva. In view of the large quantity of goods thus transported, in view also of the very difficult situation in Belgium at that moment, and in view of the special duty entrusted to it in this relief action, the Joint Commission asked the Co-ordination Committee for no more than the repayment of the expenses involved in the work of its agents in Portugal and France, and also in general administrative expenses.

From 1945 onwards, the Joint Commission worked as the agent for the *Don suisse* (after that organisation had been in operation for six months) on the basis of an agreement, the terms of which it may be well to recall. The *Don suisse* did not make over to the Joint Commission the ordinary tax of the value of goods delivered by it, but made a fixed monthly contribution. This contribution was calculated according to the percentage of work carried out by the staff of the Joint Commission which dealt with the *Don*
suisse, and included also general administrative costs. The amount of this contribution was subject to periodical revision and was adjusted in proportion to the amount of business transacted by the Joint Commission on behalf of the Don suisse. Furthermore, in 1946 the Joint Commission levied a 5% tax on purchases of medical stores and a 2% tax on purchases of foodstuffs and clothing. These latter however were not of any great account.

From 1942 onwards, the I.R.C.C. paid a regular monthly contribution to the Joint Commission, corresponding to the salaries of the employees who were working on its behalf in the Pharmaceutical Service of the Commission. On the other hand, the I.R.C.C. was classed as an ordinary donor for the despatch of goods which it entrusted to the Joint Commission, and paid the 1% tax on goods which it handed over for transportation.

**Expenses and Working Capital Fund.**

It would be idle to ask whether some of these discounts were justified in matters of relief activities. Although it was not a commercial undertaking, the Joint Commission had nevertheless to meet every month the expenses entailed by the employment of an ever-increasing staff, by the renting of new offices, shops, warehouses, and by the installation and maintenance of such premises. To these expenses had to be added such regular charges as telephones, telegrams, bank charges, lighting, heating, etc. Moreover, the Joint Commission had to take its share in the expenses of the I.R.C.C. delegations who were working on its behalf. This share amounted to five thousand francs a month up to December 1945, and in 1946, which was a year of intense activity, reached the sum of 360,000 Swiss francs. On its own account, the Commission often had to send its own agents on special missions either to the countries in receipt of relief or, from time to time, to certain donors.

Furthermore, reserve funds had to be created in order to cover liquidation expenses and to ensure that the staff received dismissal indemnities. Provision had also to be made for covering possible litigation expenses arising out of current operations, to cover the mortgaging of premises, and of office and warehouse furniture, etc. Finally, the Joint Commission itself financed its collection in Switzerland of books, toys, spectacles and dental appliances. It
had also to finance the publication of its pamphlets. In all this, account has not been taken of various relief activities in cases of urgent necessity when no funds were available for immediate relief. It may be added that the Joint Commission also made itself responsible, in certain circumstances, for all expenses concerned with the transport, preservation and distribution of gifts in kind, when it was not possible to claim such expenses from the organisation which had despatched them.

We append below certain figures which give a reasonable picture of the extent of the Joint Commission's activities through the various war years: in 1941, salaries and bonuses amounted to about 19,000 Swiss francs; in 1946, this same item was over a million francs. So too, the rent of premises for the Joint Commission rose from 700 francs in 1941 to 30,000 francs in 1946. Expenses on letters, telegrams and telephones, which were 2,000 francs in 1941, were, in 1946, nearly 100,000 francs.

Gifts in Kind and in Cash.

It has been seen that the taxes levied on the value of goods bought or transported by the Joint Commission were inadequate in 1944 to cover the greatly growing administrative costs. A fortiori, the Joint Commission would not have been able to advance the expenses on goods in transit, which expenses were always increasing, or to finance urgent relief actions pending such time as the donors were in a position to forward the necessary funds, had not the generosity of certain private Swiss undertakings allowed it to constitute an indispensable working capital fund.

The people of Switzerland had always generously supported the work of the I.R.C.C., and it was due to the prestige of the I.R.C.C. that the Joint Commission enjoyed the facilities that were given it from the outset of its operations.

On the other hand, since the Joint Commission had its headquarters in Switzerland, it had been able to establish relations with Swiss firms, relations which were more continuous than could be established in respect of, for example, important purchases outside the blockade. The general interest taken in its activities and the sympathy which the Commission was able to arouse were plainly shown in the large-scale gifts which permitted it to develop
its relief operations to an extent which, at the outset, it hardly anticipated.

It has already been shown how the Administrative Delegate of the Joint Commission had been led to establish a working capital fund which was set up mainly as a result of the support of the manufacturers of pharmaceutical products, who gave to the Joint Commission 50% of the rebates in kind which they accorded. One firm insisted on giving cash donations instead of donations in kind.

Since the Joint Commission had no funds of its own, it was only too glad thus to cover its administrative costs, which continued to increase in proportion to its increased activities. Furthermore, products thus stocked were always, in cases of emergency, placed at the immediate disposal of any donor who was anxious to render prompt assistance to particularly necessitous war victims. Finally, it was often possible for the Commission to realise a certain proportion of its stocks (almost always medical stores in this case) and thus to buy other goods which were in more urgent requirement, with which it was possible to initiate further relief activities.

The excellent position of its medical stores allowed the Commission to establish a very considerable working capital fund which continued to increase year by year. The total value of these gifts in cash and in kind had, by October 1946, reached the sum of a million Swiss francs. From 1943 onwards, it was also possible for the Commission to amass small stocks of foodstuffs and clothing which had been given to it as gifts or which it acquired in exchange or in other ways.

After July 1942, the insurance companies with which the Joint Commission worked also gave the Commission a rebate on all contracts concerned with ordinary war risks. The total amount of such rebates increased with the general business turnover of the Joint Commission and was such as to allow the Commission to sink funds in the purchase of indispensable goods or equipment.

All these gifts were of incalculable value in the general financing of the work of the Joint Commission.

Various Receipts.

Among the different items in the balance sheet under the heading “receipts” may be mentioned, inter alia, the tax levied by the
Joint Commission on the standard packages delivered between 1944 and 1946, the object of which was to cover maintenance expenses (see page 221 of the Chapter on Deliveries to deportees, refugees and internees). Examples of this are the recovery of precious metals from spectacles and dental appliances from collections carried out in Switzerland, tax on the despatch of individual parcels, interest on bank holdings and postal cheques, etc.

Exemptions from Treasury Dues.

Since the Joint Commission was a welfare institution, it was exempted from Treasury dues throughout the whole duration of its activities. This was in accordance with Article 75 of the Cantonal Act of Public Contributions. It is interesting to note at this point that, as an exceptional favour granted by the Swiss Authorities, the Joint Commission did not have to pay the tax on business turnover on any of its purchases. These various alleviations allowed the Joint Commission to make considerable economies for each year of its operations.

Conclusions.

At the beginning of its work, the Joint Commission had to face heavy financial difficulties, owing to the fact that it had not been possible to give it any original funds, and because the very small funds put at its disposal at the time of its creation soon became inadequate to meet organisation expenses.

Moreover, at the outset of its work, the only preoccupation had been to cover administrative expenses, and little or no account had been taken of the very difficult conditions under which relief activities might have to be undertaken. In particular, it became necessary to advance large sums to cover transport charges on goods presented to the Joint Commission as a gift, and to meet transport invoices. These were subsequently passed to the donors.

Now it was almost always the case that a considerable time elapsed between the moment when the Joint Commission paid its bills and when such bills were repaid by the donors. This time was often so long that a considerable working capital fund was necessary in order to cover it.
The necessity, which often arose, of seizing an opportunity to buy goods, the necessity of being able to have funds available at any moment, and the necessity to cover the expenses of missions and of general supervision soon showed how indispensable it was to possess financial cover sufficient to enable the Commission to meet the most urgent and unexpected requirements.
DIRECTION AND ADMINISTRATION OF THE JOINT RELIEF COMMISSION

1. Council and Executive Committee.

According to the Statutes adopted on 23 July 1941, the supreme organ of the Joint Commission was the General Assembly, which was composed of the representatives of the founder organisations, e.g., two members representing the International Red Cross Committee and two representatives of the League of Red Cross Societies. The executive power was exercised by a Council composed of two members from each of the founder organisations and a fifth person chosen from outside these institutions.

As has been seen in the Chapter on the Foundation of the Joint Commission (page 9), the Council was at first composed as follows:

President: M. C. J. Burckhardt,
member of the I.R.C.C.;
M. Bonabes de Rougé
Secretary-General of the League;
M. Edouard de Haller
member of the I.R.C.C.;
M. Georges Milsom
Assistant Secretary-General of the League,
and Dr. Robert Bœhringer, until then an expert of the Joint Commission.

During the first two years of its existence, the Chairmanship of the Council was assumed alternatively every six months by M. C. J. Burckhardt and M. B. de Rougé. Thus, at the end of 1941 the Chairman of the Council was M. C. J. Burckhardt, and for the first half of 1942 it was M. B. de Rougé.
During 1941 and 1942, as the result of successive resignations, M. E. de Haller was replaced on the Council by M. J. Micheli and later, M. Micheli was replaced by Dr. Alec Cramer. In May 1942, the Council learned that its Chairman, M. de Rougé, was about to leave on mission and found also that it was impossible for the moment for M. Burckhardt to take on the Chairmanship. In these circumstances, the Council asked Dr. Bœhringer to take the position as its delegate until further notice.

Dr. Bœhringer accepted this offer and from that time onwards, with the assistance of the Secretariat, assumed the direction and co-ordination of all services of the Joint Commission.

Subsequently, and some time after the entry into the war of the United States, the Chairmanship of the Council of the Joint Commission was permanently assumed by a member representing the I.R.C.C.

The fact that M. Burckhardt was at one and the same time a member and then Chairman of the I.R.C.C. and Chairman of the Council of the Joint Commission had a great influence on all negotiations which had to be undertaken during that period with the object of securing for the new organisation privileges or authorisations, the granting of which depended upon governments, either as regards the blockade or as regards transport. The authority of the I.R.C.C. and the intervention of its delegates made it possible to obtain results the importance of which has already been noted in these pages. During 1943, the Council of the Joint Commission, in an endeavour to secure the collaboration of fresh personalities in its work, decided to increase the number of its members from five to seven. At its meeting of 15 October 1943, it co-opted Dr. A. Franceschetti, Director of the Ophthalmic Hospital and Professor at the University of Geneva, and M. Guido Petitpierre, Director of the Suchard Holding Society at Neuchâtel.

There was no further change until March 1945, when M. Burckhardt, who had been appointed Chairman of the I.R.C.C., found that his new duties prevented him from continuing to preside over the Joint Commission. With the agreement of the members of the Council, the post was accepted by M. A. Lombard, Treasurer of the I.R.C.C. At the same time the Council decided to create the post of Vice-Chairman, which was given to M. de Rougé, Secretary-General of the League of Red Cross Societies.
An important event took place in the same year. In a letter dated 18 May 1945, M. Burckhardt, Chairman of the I.R.C.C., informed the League of Red Cross Societies and the Council of the Joint Commission that the I.R.C.C. intended to withdraw from the connection which it had established with the League on 23 July 1941. He requested the Chairman of the Council to consider at the next meeting the manner in which the liquidation of the Joint Commission might be effected. The I.R.C.C., he said, had no intention of compromising current activities, and he expressed the hope that the continuation of the work in favour of the civil populations could be ensured through the medium of the institutions which had co-operated with the Joint Commission.

At its meeting of 4 June 1945, the Council took note of M. Burckhardt’s letter and of the reply of M. de Rougé. The latter stated that there was no necessity at the moment to fix a date for definite liquidation. The I.R.C.C. and the League were not ready to take over the activities of the Joint Commission which, in their view, should continue at least for some time.

At a meeting of 22 June 1945, Dr. Bœhringer, Administrative Delegate, resigned.

The situation created by the I.R.C.C.’s notice of withdrawal led the two founder organisations to re-examine the organisation of the Joint Commission in order better to adapt it to existing circumstances. At its meeting of 30 July 1945, the General Assembly of the Joint Commission decided to modify the Statutes adopted on 23 July 1941 by transforming the Council into a supervisory organisation and creating an Executive Committee of three members entrusted with the duty of directing the activities of the Joint Commission.

On 14 September 1945, the Chairman of the Council of the Joint Commission was informed of the decisions of the General Assembly, and advised his colleagues that Dr. Bœhringer had been appointed Chairman of the Executive Committee and had accepted the post. The two other members of the Executive Committee were to be chosen by the founder organisations. These two members were: for the I.R.C.C., M. Pierre Bigar and, for the League of Red Cross Societies, M. G. Milsom.

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1 See Appendices.
The plan for liquidating the Joint Commission (a measure the operation of which as has been seen, had been suspended by an agreement between the I.R.C.C. and the League) was the result of inevitable circumstances. Since the cessation of hostilities, international Red Cross circles began to wonder whether the moment had not come to suspend activities which had been justifiable during the war and to leave to the national Red Cross Societies the task of resuming the work which it was their intention to carry out in the despatch of relief to the civilian populations in Europe. This question formed the subject of conversations between M. M. Huber, Acting President of the I.R.C.C. since the appointment of M. Burckhardt as Swiss Minister in Paris, and Mr. Basil O'Connor, Chairman of the Council of Governors of the League, during a meeting which they held in Paris in November 1945. It was then decided that the Joint Commission should continue its work. The composition of the Council was once again changed when, on 5 February 1946, M. G. Milsom, who was at that time a member of the Executive Committee, was replaced by Mr. William G. H. Giblin, delegate in Europe of the American Red Cross.

Furthermore, in a letter dated 3 April 1946, Dr. Bœhringer informed the Council of his intention to relinquish his functions as Chairman of the Executive Committee. At its meeting of 30 April 1946, the Council accepted Dr. Bœhringer's resignation and, after warmly thanking him for the notable services which he had rendered for five years to the international Red Cross, begged him to continue to co-operate in its work in the capacity of adviser.

From then on, the composition of the Executive Committee was as follows: the Chairman was M. P. Bigar, assisted by M. G. Milsom, Under-Secretary-General of the League of Red Cross Societies, and by M. G. Dunand, Director-Delegate of the I.R.C.C.

In July 1946, at a meeting at Oxford, the League of Red Cross Societies decided to withdraw from the Joint Commission, the liquidation of which was to begin on 31 October of the same year and was to be completed as soon as possible. On 8 August 1946, as the result of various negotiations, and in accordance with the conclusions reached at interviews between representatives of the

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1 See Appendices.
I.R.C.C. and the League of Red Cross Societies, the General Assembly of the Joint Commission modified its Statutes and decided to abolish the Supervisory Council and the Executive Committee of the Joint Commission, and to create a new body in the form of a council of four members, composed of two representatives of the I.R.C.C. and two representatives of the League. These representatives were as follows:

For the I.R.C.C.: M. G. Dunand and M. H. Cuchet, director-delegates of the I.R.C.C.;

For the League: M. B. de Rougé, Secretary-General of the League, and Mr. W. H. G. Giblin, representative in Europe of the American Red Cross.

In addition, M. P. Bigar, who until then had been Chairman of the Executive Committee, was appointed Administrative-Delegate of the Joint Commission, and continued to direct the activities of the Joint Commission within the framework of the decisions of the General Assembly and of the general directives given by the new Council.

Articles 5, 7a and 9 of the Statutes of 23 July 1941 were accordingly modified in this sense.

It therefore fell to this new Council to take the measures necessitated by the decision to liquidate the Joint Commission, and to assume from that time onward the direction of current affairs.

2. Organisation of Services.

At the outset, the work of the Joint Commission did not need a large staff. The Secretariat, whose duty it was to reply to the national Red Cross Societies and to the Governments which responded to the appeal of 20 November 1940, required only one or two persons. But when the funds put at the disposal of the Joint Commission allowed it to make purchases, and when the multifarious problems concerning the transport of relief supplies
began to arise, further staff was engaged and the Council appointed a Director.

But it very soon became necessary to create an organisation adapted to the requirements of the moment. From this time onwards the work was divided between a central secretariat, the Pharmaceutical Service and a service called “Foodstuffs and Clothing Service”, which dealt both with purchases and with transport. Until 1944, the Foodstuffs and Clothing Service settled all questions concerning purchases, transit and transport. At this date, however, it became necessary to set up a special transit service in order to relieve the Foodstuffs and Clothing Service from all questions except purchases and the direction of warehousing.

On the other hand, at the beginning of 1944, the necessity for preparing relief distribution plans, and the increase in the number of requests for information of all kinds, led to the creation of an Economic Service. Moreover, in 1946, the necessity for organising collections under the ægis of the Joint Commission led to the foundation of an Intelligence Service, which was also entrusted with the duty of despatching individual parcels sent in by national Red Cross Societies.

A. — Secretariat

The duties of the Secretariat were of many kinds and the Secretary, who was at the same time Secretary of the Council, attended the meetings of the Council in order to supply such information as might be requested by its members in accordance with the wishes of the Administrative Delegate.

The Secretariat also dealt with the innumerable appeals to the Joint Commission, either from individuals or from institutions, and one of its most important duties was the collection of funds. In point of fact, while donors very often placed considerable sums of money at the disposal of the Joint Commission and themselves indicated the utilisation and destination of such funds, many appeals came in which, through lack of funds, the Joint Commission was unable to satisfy.

It therefore became necessary for the Secretariat to find out what individuals or groups, Red Cross Societies or relief organisa-
tions, could possibly make some effort to finance the delivery of relief for those who had appealed to the Joint Commission. Generally speaking, an effort was made to find among all those organisations whose objects were well-known to the Secretariat those which, for particular reasons, might be inclined to interest themselves in the fate of the population either of the country in question or of the group which had made known its distress to the Commission.

Thus, the Secretariat made known and passed on requests which came in to it, emphasised the urgency of the relief action to be undertaken, and also supplied all information calculated to assure the donors that such relief action was being properly carried out.

To the Secretariat also fell the work of dealing with all correspondence concerning questions of principle with organisations which approached the Joint Commission, and with official organisations which the Joint Commission had approached. It was particularly important that contacts with donors should be continuous in order that the latter might be informed of any obstacles which might prevent the delivery of their gifts. In order to keep the donors informed, it was necessary for the Secretariat closely to supervise the developments of all relief activities in order to assure itself that the wishes of the donors were being duly respected. It therefore communicated to the donors all information likely to interest them, both on the food or the sanitary situation of the populations in receipt of relief, and on the effects produced by the arrival of the relief.

The Secretariat kept in continuous contact with the organisations to which relief was consigned and with the Red Cross delegations entrusted with the duty of supervising distribution, as also with the Central Administration of the I.R.C.C. It was also its duty to receive the many visitors who called to inform themselves on the possibilities of action on the part of the Commission, or to draw the Commission's attention to requirements which had been brought to its notice. When passing through Geneva, delegates of the I.R.C.C. informed the Secretariat of their work on behalf of the Joint Commission, and kept it informed on all questions concerning relations with beneficiaries or with the authorities of the countries in which they worked. One section of the Secre-
tariat recruited officials for convoying deliveries and dealt with all questions concerned with visas and necessary authorisations for such convoying officers.

The Secretariat also drafted reports to donors, and took charge of the preparation and printing of publications, drafts of which it submitted to the Administrative Delegate. Over and above all current correspondence, it prepared memoranda on any particular question on which the Council and the Executive Committee had to take decisions. Finally, it was entrusted with the duty of co-ordinating the various Services and it supervised the execution of all orders given by the Administrative Delegate.

B. — Food and Clothing Service

When donors entrusted funds to the Joint Commission, they often expressed the wish that such sums should be employed in the favour of this or that particular group of beneficiaries. But, generally speaking they left it to the Joint Commission to utilise the funds to the best possible advantage. In liaison with the Secretariat, the Food and Clothing Service prepared purchase plans for the approval of the donors. The choice of goods depended on experience gained as the result of previous purchases, on market possibilities and on requirements brought to the notice of the Commission. There was clearly a difference between providing for the needs of a canteen and distributing relief to individuals.

Once the plan was accepted, the Finance Department opened a credit for the Food and Clothing Service which allowed it to make purchases which could be either direct purchases from suppliers or purchases of goods from Joint Commission stock. It has already been seen in Chapter III how purchases were effected and what daily difficulties the Joint Commission encountered in its efforts to meet the requirements of donors. Although at the outset, the Food and Clothing Service concentrated on purchases of foodstuffs, it gradually extended its activities to purchases of textiles, boots and shoes, housing equipment, and other goods, to the extent to which the relief organisations tended to establish centres of distribution, homes or canteens in beneficiary countries.
The Depôts of the Joint Commission were dealt with by the Food and Clothing Service, which was also responsible for the finance concerned. From the moment the organisations concerned asked the Joint Commission to take over the make-up of relief packages which they wished sent abroad, the Food and Clothing Service was entrusted with the duty of organising the whole transaction, especially as regards goods imported into Switzerland, and worked on a "free customs" basis. Until a special Transport Service was created, the Food and Clothing Service dealt also with the despatch and transport of goods up to and including their destination. The Service had, therefore, to receive and check all receipts concerning such despatches (together with those of the Pharmaceutical Service), to notify the insurance companies of all losses, and to deal with any mishaps which might arise.

The Service was the only department which could be conversant with the details of goods included in each despatch. It therefore drafted all memoranda published by the Joint Commission, to which reference has already been made in the Chapter on Publications.

It should be remembered that the Joint Commission was in nearly all cases working on funds belonging to third parties. Article VII of the Statutes of 23 July 1941 forbade the Commission to enter into any undertaking without effective financial cover. It was therefore impossible for the Commission itself to purchase goods which it might think would be required, and therefore sometimes to take advantage of interesting offers. The Food and Clothing Service, which was in close contact both with sellers and with relief organisations, constantly endeavoured to inform the latter of offers made by its suppliers. Such tenders were, in most cases, valid only for a short period, and it was often necessary to impress upon the organisation concerned that the chance of a successful deal was dependent upon the rapidity of their decisions in the matter.

It was also the duty of the Food and Clothing Service, in its contacts with the administrations concerned, to endeavour to secure some increase in exportable quotas of goods, the stock of which it thought might soon be exhausted, and to make proposals which should take account both of internal requirements and of the requirements abroad of which it was cognisant.
C. — Transit Service

As has been seen, the purchases section of the Food and Clothing Service dealt also with the despatch of goods, until such time as this duty was handed over to the Transit Service.

On the other hand, the Joint Commission did not merely despatch goods which it had itself bought, but was also entrusted with the duty of transporting gifts in kind on behalf of donating organisations. This work, which was at the outset of no considerable importance, assumed in the course of the years an increasing importance. It was complicated by the multifarious nature of the goods which donors wished to send abroad. The work of the Transit Service was to take over all despatches addressed to the Joint Commission from the moment of their arrival in a European port, or from the station of origin in the case of despatches originating in the Continent of Europe. Although the work of the Service was comparatively easy in respect of the despatch of goods of a homogeneous nature, it became more difficult when deliveries included goods of various kinds which complicated the work of supervision and distribution on arrival.

In common with the Purchasing Service, the Transit Service took over all negotiations relating to the forwarding of goods entrusted to its care, including requests for export and import permits when such were necessary.

D. — Transport Service

Until 1944, the Joint Commission had no transport service, since such duties were assumed by other services. At this time, however, the multiplicity of deliveries involved and the early difficulties encountered in the search for the necessary wagons complicated the work to an unnecessary extent, and it seemed only reasonable to set up a special service to ensure the delivery of relief. Acting in close liaison with the Pharmaceutical Service, the Food and Clothing Service and the Transit Service, the Transport Service took possession of all goods ordered or given, the destination of which had been clearly indicated. It was then its duty to
obtain from the railway authorities wagons necessary for the
loading of such goods and to make up the trains, the departure of
which had to be indicated in advance to the I.R.C.C. delegations,
which in turn assumed responsibility for their reception. This
comparatively easy work was complicated, first by delays in the
delivery of goods and, secondly, by the impossibility of always
obtaining the necessary wagons in which to load the goods. The
result was that on many occasions it was necessary to arrange for
the warehousing of goods en route, or to allow the relief goods,
which were so eagerly awaited, to accumulate in the Commission's
depôts.

Waybills showing the contents of wagons were drawn up by
the Transport Service according to destination. In the case of
goods coming from the Joint Commission's depôts, there could be
no question as to the accuracy of the invoices. Unfortunately, the
same was not the case when the transit authorities, after waiting
some days for the wagons they required, themselves loaded the
goods which they detained. Since the priority of relief goods was
not always apparent to them, they preferred to utilise available
wagon capacity to the utmost.

These difficulties, which dragged on over many weary months,
were not solved until the Joint Commission decided to instal one
of its representatives at Basle, whose duty it was carefully to
supervise the loadings effected by the transit authorities.

To the utmost extent possible, the Transport Service informed
the Secretariat in advance of departure dates—at least a fort­
night in advance. It also established a check between receipts
and loading lists with a view to establishing losses, if any.

Similarly, it took over the responsibility of transport to Geneva
of goods coming from overseas, which were to be put in store in
Geneva pending final distribution.

E. — PHARMACEUTICAL SERVICES

It should be noted that the Pharmaceutical Service of the Joint
Commission worked from 1941 onwards for the account of the
I.R.C.C. The requests for medical stores originating from pri­
soner-of-war camps were transmitted to the Pharmaceutical Service
of the Joint Commission, which was thus called upon to work in some sense as a pharmaceutical service of the International Committee.

Generally speaking, requests arrived at the office of the Relief Division of the I.R.C.C., where a department of “Sanitary and Pharmaceutical Control” was entrusted with the duty of transmitting them to the Joint Commission, which, on behalf of the I.R.C.C., proceeded to purchase and classify the goods in request. The Relief Division was responsible for despatching the goods. From 1 October 1942, the office of the “Sanitary and Pharmaceutical Control” was dissolved and was replaced by a similar organisation entitled “Pharmaceutical Liaison Service”. This service handled all stocks of medical stores entrusted to the I.R.C.C. for British and American prisoners-of-war, and forwarded all requests to the national Red Cross Societies concerned. In the meantime, the Pharmaceutical Service of the International Committee continued its work, but dealt solely with questions concerning Belgian, Polish and Yugoslavian prisoners-of-war.

At this moment, therefore, there existed two similar organisations in the Committee; the “Liaison Service” and the “Pharmaceutical Service”, the latter being attached to the Joint Relief Commission.

From the beginning of 1944, operations concerned with relief for prisoners-of-war of all nationalities increased to such an extent that the I.R.C.C. was compelled to note that the existing practice was no longer such as to meet current requirements. It therefore became necessary to reorganise the Pharmaceutical Service and, on the basis of a scheme drafted by the Administrative Delegate of the Joint Commission, the bureau of the I.R.C.C. decided, at a meeting on 14 March 1944, to set up an independent pharmaceutical division.

The Pharmaceutical Service of the Joint Commission operated in a manner similar to that of the Food and Clothing Service. Thus it purchased such goods as it required, received gifts in kind, and undertook to despatch them or to hand them over to the Transport Service. Nevertheless, the distribution of pharmaceutical products was a much more delicate operation than the distribution of food and clothing. It was for this reason that the Pharmaceutical Service, which was composed of specialists, itself undertook the
drafting of distribution plans based on information which it received and on enquiries which it had initiated. In certain cases also, the Service was not content merely to place orders with the Swiss pharmaceutical industry, but as has been seen, it supplied the industry in question with raw materials on behalf of the relief organisations, and kept track of the output of finished products which were subsequently exported.

The Service was also entrusted by the Don suisse with all purchases of chemical and pharmaceutical products which the latter organisation needed in order to carry on its relief activities. It should also be remembered that the Pharmaceutical Service of the Joint Commission was entitled, under a Decree of the Federal Council, to export narcotic drugs. In this connection, it operated as an official agency for all relief deliveries exported from Switzerland.

As regards publications, the Pharmaceutical Service had a special work to do. Not only did it prepare memoranda on its deliveries, but it took a direct part in the drafting of special studies, reference to which has already been made in the Chapter on Publications.

The Sanitary Depôt, mention of whose activities has already been made, was attached to the Pharmaceutical Service, which supervised its accounting and supplied donors with reports of the utilisation and destination of their gifts.

Within the framework of its relief action, the Don suisse exported sanitary goods for hospitals, dispensaries and maternity homes. The Pharmaceutical Service was also responsible for the purchase of these materials. This work was entrusted to a special section called the “Sanitary Depôt”. In collaboration with the I.R.C.C., the Pharmaceutical Service also dealt with the reception and classification of spectacles and dentures collected in Switzerland. Such collections were destined for prisoners-of-war and for civilian internees.

F. — Economic Service

By the very nature of its work, the Joint Commission gradually became a centre of information for all relief organisations and all Red Cross Societies. Such information as could be obtained was
necessarily fragmentary, and the sources were not always reliable. It became a matter of great importance to give exact information to all who approached the Joint Commission and who might be supposed to base the nature and extent of relief action which they contemplated on information received from the Commission.

At a meeting in London in December 1941 between a special delegation of the I.R.C.C. and the Ministry of Economic Warfare which dealt with exceptions to the blockade in connection with relief for women and children in the occupied countries, Sir Frederick Leith-Ross emphasised the great importance of regular information on the food situation, on internal conditions and on public health in the countries in receipt of relief.

As a result of this discussion, the Joint Commission established a statistical office which could draw upon the assistance of competent experts.

Later on, at the beginning of 1944, the statistical office was transformed into an Information and Documentation Service, which was called the "Economic Service". It was the work of this Service to collect complete and exact information on current requirements in Europe. The work was rendered particularly difficult by the urgency of requirements notified from all countries, since the kaleidoscopic changes in the situation involved continual modifications in the information received, and sometimes even working in the dark. In its continuous attempts to form some picture of the realities of the moment, the Economic Service tapped every conceivable source of information. The efforts of the Service to bring out the most important facts were hampered by the censorship and by the disorganisation of existing statistical services or even by the complete disappearance of such services. Fortunately, it was possible, thanks to contacts with the I.R.C.C. delegates, to obtain reasonably exact information and, in certain cases, to undertake minor enquiries for the purpose of confirming or refuting the conclusions arrived at in the Geneva Office. Furthermore, the representatives of the Economic Service made contacts with all persons capable of supplying valuable and original views on the various countries in Europe where the relief work of the Joint Commission was operating. Such persons took part in discussions which were of very great value, as were also the replies obtained as the result of correspondence.
A critical examination of all information received shows clearly that, little by little, it became possible to establish documentary facts and to draft those reports which the Economic Service began gradually to publish.

In addition to the part which it played in the publications of the Joint Commission, the Economic Service was also entrusted with the duty of drawing up distribution plans for gifts in cash or in kind which the Joint Commission was free to distribute. Such plans took account, so far as possible, of respective requirements and of the relief which might be afforded by other organisations than those of the International Red Cross.

G. — Intelligence Service

The Intelligence Service was entrusted with the work of organising, as the result of collections set on foot in Switzerland by the Joint Commission, the reception and distribution of toys, school necessities and technical school equipment, and books. This Service existed only during the last year of the Joint Commission in 1946 and, in addition to this particular work, was entrusted with the forwarding of about 10,000 individual parcels which the Red Cross Societies had sent to the Joint Commission.

H. — Depots

The whole work of warehousing goods, foodstuffs, clothing and pharmaceutical products, and also that of their unloading, packing and re-forwarding, gave work to a staff the number of which varied in accordance with the deliveries concerned.

The packing of goods also necessitated the engagement of a very numerous female staff. All these employees were paid by the hour and their wages do not appear in the figures given below concerning the permanent staff of the Joint Commission.

I. — Staff

The staff of the Joint Commission increased continuously throughout the war years. In December 1941 the number was 16,
and in December 1945 it was 263. It increased in the following stages:

December 1942 — 48
» 1943 — 73
» 1944 — 131
» 1945 — 170

Most of the employees were of Swiss nationality.
CONCLUSIONS

I. MAIN CHARACTERISTICS OF THE JOINT COMMISSION’S WORK

The main features of the work undertaken by the Joint Commission are revealed by the actual events which led to its creation.

When in 1940, the first results of total war were discernible, and the lives and health of millions of civilians were threatened, it was principally to the I.R.C.C. that appeals for aid were sent. The calamity which had suddenly overtaken the vast crowds, where those fleeing from the front lines of the advancing enemy were indistinguishable from those who, in a flash, had lost all and had neither hearth nor home, could not be conjured out of existence by any government authority, or by national Red Cross Societies. All these, indeed, were cumbered with other cares and their existing resources were fully mobilised. There was a general feeling that, in this catastrophe, the extent of which exceeded all imagination, only the intervention of an international institution could be effective.

What then exactly was the authority of the International Red Cross institutions?

In the chapter dealing with the creation of the Joint Commission, texts were quoted relating to the efforts made during international conferences, particularly that held at Tokyo, to draw up a draft convention for the protection of civilians. Unfortunately, this draft came to nothing and, at the beginning of the war, the institutions of the International Red Cross had not the support of any agreement or convention in getting belligerents to recognise any intervention on behalf of civilians. The latter, in the opinion of the British, were entitled to assistance only on condition that they took no share either directly or indirectly in the war on the
enemy's side. The practice, during the occupation, of utilising
the whole of the conquered country's industry, made discrimina-
tion between participants and non-participants extremely difficult.

In addition to this, it must be recalled, there were the obstacles
raised by the blockade against the purchase or delivery of goods,
and measures governing export from producing countries.

But public opinion was unaware, and is still unaware, of the
limitations which the absence of any international convention
imposed on all relief work. Conscious, above all, of the universality
of purpose of the Red Cross, persuaded that it should normally
and inevitably alleviate any collective distress due to war, public
opinion at once turned to the I.R.C.C. to ask for aid or to express
astonishment that none had been received.

The contrast between the legal standing of the I.R.C.C. and
the extensive powers attributed to it by the general public was
striking.

In setting up the Joint Commission, the I.R.C.C. and the League
extended the traditional tasks of the I.R.C.C. to definitely fresh
fields. Conscious, however, of the difficulties involved in this
undertaking, they distinctly stated that this association's object was
to carry on relief work which it was advisable to entrust to an
organisation separate from the I.R.C.C. and the League for the
benefit of the civilian population — more especially the women and
children war victims.

In July 1941, the official date of the Joint Commission's crea-
tion, nobody could foresee how long the new organisation would
last. Necessity alone had called it into being, and it seemed that
it should continue so long as the need for its intervention was felt
to be necessary. The 1940 calamity was but a prelude to the
infinitely vaster and more ruthless destruction which at that time
still lay in the future.

Equal uncertainty was felt about the financial resources which
might be available to the Joint Commission. It was only natural
that it should feel itself entitled to count on the support of national
Red Cross Societies, in view of the standing of its founders, but
no idea could be formed in advance of the nature and extent of
such support.

Sources of supply were also unknown, but the views of the
experts consulted were unanimous on one point: the shortage of
essential foods would be rapidly felt and the Joint Commission
would do well to build up stocks as quickly as possible or to pass
large contracts.

As it was impossible to foresee either what would be the resources
or the markets which would still be open, the Joint Commission
was never able to draw up a plan of action and to devote its efforts
to carrying out such a plan. From the very outset, it was neces-
sary to improvise.

The Commission, however, was well aware that its activity was
limited to distributing relief according to the principles of equity
and impartiality which are those of the Red Cross. The food and
medicaments despatched by the Joint Commission were to be
distributed free of charge and would be for those in the greatest
need. They would never be confused with the food supplied by
the country's food administrations.

Events in 1941 showed to what extent this task, though limited,
exceeded the means for carrying it out.

The disappearance of food from the markets in the occupied
countries had reduced whole classes of the population to poverty.
It is enough to mention countries such as Greece, Poland and
Yugoslavia to understand that whereas the destitute had been
counted in tens of thousands, they were counted now in millions.
Later on, when relief had to be given to Germany, Austria, Hungary
and Italy, these figures increased tenfold.

Moreover, lack of funds was not the only limitation on the work
of the Joint Commission. The scarcity of goods on the markets —
* e.g., certain medicaments, milk products, textiles — was an-
other. Transport was a problem in itself. Reference has already
been made to the blockade regulations.

It should be added that the execution of any scheme depended
to a very great extent upon distributing organisations themselves.
Their organising capacity and machinery had to be examined and
proved to be adequate in order to ensure that the work could in
practice be done. It would have been useless to draw up plans for
relief without taking this factor into account.

While the despatch of food and medicaments enabled urgent
needs to be met to some small extent, it may perhaps be asked
whether, from a certain moment on, relief in some other form
would not have had lasting effects.
The urgency of requirements is no more than a sign of great scarcity, as fever is a symptom of disease. The causes of the scarcity were known. They were destruction by war, the slaughter of cattle, the disappearance of seed and agricultural implements and the destruction of the means of production.

One could therefore conceive of constructive assistance which might have given the devastated areas not only consumable produce which they so urgently needed, but cattle to reconstitute their herds, cloth, cotton and needles with which to repair clothing, leather and the tools for repairing shoes, and equipment for freeing houses from flooding, etc.

All this could not even be contemplated until after the liberation of the occupied countries. It could not be carried out because of lack of funds and of time, since the Oxford decision had deprived the heads of the Joint Commission of all initiative.

These were not new plans. They bulked largely in the U.N.R.R.A. programme. It should nevertheless be noted that donors were still hesitant.

Besides, it was still difficult, and would have needed special study, adequately to utilise donations and the proceeds of donations.

It will be seen that the Joint Commission's work never developed according to a previously prepared plan. Its work was necessarily in the nature of improvisation. Its directors made every endeavour to take rapid action, to assist those most in need and to readjust, by means of donations available for use at its discretion, a situation brought about by the scarcity of donors. Deprived of the cover which an international convention would have provided, the Joint Commission was compelled to take empirical action and to abstain from raising questions of principle, in order to cope with special cases. Within the narrow limits set by the very conditions in which it had to work, it was nevertheless able, within six years, to allocate relief to Europe which, without its intervention, could hardly have reached its destination.

2. Geographical Distribution

The geographical allocation of relief was influenced by two main factors: the absence or presence of funds reserved for one or another country, and the possibilities of reaching that country.
It sometimes happened that transport facilities were not available for forwarding donations. This, as has been seen, was the case for several months in respect of consignments for Greece from Switzerland, for Finland, in 1942, etc.

Inversely, and this was more frequently the case, relief might have been feasible but no funds were available for use by the Joint Commission for the purpose in question.

In the majority of cases, in entrusting their funds or goods to the Joint Commission, the donors specified their destination. It was therefore impossible to change the allocation, and the Joint Commission, when it was the only acknowledged medium, was unable to refuse its help. Often, too, it may be added, donors approached by the Joint Commission responded to the appeal to the extent of their means when the Joint Commission saw no other way of acquiring the much needed relief.

As the organisation developed, consignments sent off by the Joint Commission reached an increasing number of countries. Indeed, as the military situation developed, public opinion was stirred by the fate awaiting the population of invaded countries.

In 1941 and 1942, relief was sent to France, Belgium, Greece, Poland and Yugoslavia. Consignments were also sent to Finland. In addition a special effort was made for Norway and the Netherlands on the eve of the liberation.

With the end of hostilities correspondence again became possible, and brought to light the urgent needs which were felt in almost all countries.

Relief work was then extended to cover another series of countries: Albania, Germany, Austria, Bulgaria, Hungary, Italy and Luxemburg, while Holland, Belgium, Finland, Norway and Greece received fewer parcels from the Joint Commission, either through lack of funds or because the situation in these countries was better in comparison with the destitution to which the others were reduced.

To sum up, during its six years of existence, the Joint Comission sent aid to twenty-two countries. It may be said that, in various degrees, owing to causes already mentioned, all the countries of Europe which had suffered particularly as a result of the war, with the exception of Great Britain and Russia, had benefited by its relief deliveries.
3. Donors and Beneficiaries

Though a great many Red Cross Societies gave regular and generous support to the work of the Joint Commission, the multiplicity and extent of the appeals received in Geneva exceeded by far the capacity of the organisation. Most of the national societies, indeed, were faced with overwhelming tasks in their own countries. Others, e.g., the Swedish Red Cross, the Swiss Red Cross and the American Red Cross, had from their own resources initiated large-scale relief activities which mobilised their entire funds. Finally, it should be remembered that for reasons already stated the South American societies took little or no share in the work of the Joint Commission.

In these circumstances, it is clear that contributions of organisations other than Red Cross were gladly welcomed by the directors of the Joint Commission, who were happy thus to be able to respond more often to requests which reached them. As consignments, whenever possible, were addressed to the Red Cross Society in the country concerned, this society held a predominant position among national relief organisations and kept watch over the whole of the relief distributed. It was not without significance for the completeness of the Red Cross work that thousands of tons of food and medicaments travelled under its flag, as such goods would often otherwise never have reached their destination.

In accordance with the wishes of the donors, the Joint Commission was charged with the task of getting relief to the interior of a country, to specified areas or to specified classes of individuals. It might be objected that this was to distort the principle of equity of distribution; but the distress was such that, even in the case of large consignments of goods, an arbitrary choice dictated by the restricted possibilities of the Joint Commission was continually becoming necessary.

On the other hand, the great contribution of donations other than Red Cross, such as the Irish Gift, made it possible to balance and harmonise the allocation of relief, taking account of consignments already received or contemplated, donations made for a special purpose, or the lack of any donor whatsoever, as was the case, at the outset, for Albania.
When the Joint Commission received an appeal, it endeavoured to pass it on to an organisation likely to respond, or at least to inform the latter of it. In the light of experience, account had to be taken of the qualifications of the signatories of the appeal, their origin, and the nature of the relief desired.

The Commission sought to arouse the interest of confessional circles in the matter of requests from analogous circles abroad. Organisations devoting their efforts to the relief of children received appeals from homes, nurseries, or school authorities. It was only reasonable, for instance, that the European Student Relief Fund should be informed of the situation of university students in the war-stricken countries.

Requests made in general terms rarely received consideration from donors. That their generosity might be directed into definite channels, the Joint Commission, when transmitting requests, indicated to what extent and in what way it was possible to accede to them. Suggestions for the purchase of goods were made, a draft distribution plan was submitted, and information was supplied concerning the means of control on the spot. Attached to its letters, the Joint Commission sent documents relating to its work.

For several years, the one anxiety of the directors of the Joint Commission was to find a donor for each appeal received. More than once they were forced to admit that all their endeavours were in vain.

Though the particular task of the Joint Commission was to aid women, children and the aged, the purpose thus laid down in its Statutes did not exclude all others. One of its first moves was, as has been seen, to assist internees in camps in the South of France.

Because it endeavoured to alleviate the plight of the weakest, it was bound to look after the sick, the homeless, and the Stateless. It supported and recommended, preferably for single distributions, the organisation of relief extending over a definite period at a critical time. Belgian organisations admitted that if the health of the children had not suffered more severely owing to events, it was due to the regular consignments despatched by the Joint Commission.

It was not by accident that the Joint Commission transported an exceedingly large quantity of vitaminised products and tonics.
Experience and common sense dictated that goods combining the highest value with the least volume should be sent to distressed countries.

Moreover each beneficiary found, in the well-planned ration of strengthening products which daily supplemented his meagre food supplies, the means of enabling him to carry on.

Consignments of medicaments for hospitals and clinics were of incalculable value. Otherwise the interruption in hospital services, which were already overworked in the big cities, would have had disastrous consequences for thousands of sick people.

On the other hand consignments of food and clothing reached only an infinitesimal fraction of the destitute. In 1944, the Administrative Delegate of the Joint Commission, comparing the size of the parcels to prisoners-of-war with those for civilians, stated, in reference to another important side of the national Red Cross Societies' work:

"The meagre supplies destined for civilians are more obvious still when compared with the quantity and value of the goods sent by the I.R.C.C. through the medium of its Relief Division to prisoners-of-war and civilian internees, particularly during the last three years:

1941 . . . 45,600 tons, valued at 405 million francs.
1942 . . . 58,200 tons, valued at 496 million francs.
1943 . . . 123,700 tons, valued at 899 million francs."

Thus, in 1943, the civilian population of European countries affected by the war received, in all, relief equivalent to 28.9% in weight, and to 8.8% in value of the consignments to prisoners-of-war on the continent of Europe. If the quantities and value of the goods purchased by the Joint Commission itself, that is to say, the total sum of donations which it received in cash, be compared with those sent by the Relief Division for prisoners-of-war and civilian internees, it will be seen that the civilian population received 10.6% of the weight and 3.9% of the value of consignments sent to prisoners-of-war and civilian internees. This tiny proportion is the more striking when it is considered that the number of prisoners-of-war in 1943 amounted to 3 to 4 million, while relief parcels
were sent to countries the populations of which, before the war, exceeded 100 million.

Moreover, at the time under review, neither Germany nor Hungary nor Austria were among the beneficiary countries.

In point of fact, it was a question, on the one hand of prisoners, and on the other hand of free civilians. It was not the aim of the Joint Commission to take the place of government authorities in the matter of feeding, housing or heating the numberless victims of the war. Its work was to intervene as an auxiliary organisation, acting in such spheres and at such times as when regular government activities were paralysed. Unfortunately, modern methods of warfare raised to infinity the number of opportunities for intervention. Though the Joint Commission was able to render service, it was never, any more than were the Relief Divisions of the I.R.C.C. for prisoners of war and civilian internees in concentration camps, an omnipotent organisation, capable of responding rapidly to appeals of all kinds and from all parts.

4. Obstacles

In any relief work, speed, as may readily be conceived, is one of the essentials; those who ask for aid have often reached the limit of endurance. Though hope might be keeping them alive, the delay between their appeal and material response must not be too prolonged.

Now the whole history of the Joint Commission is one long battle against time. At each stage of its development, all work of relief ran the risk of being engulfed in delays. Since all decisions have to be submitted to government organisations, the latter must have time to consider the requests before giving a reply.

When it had the good fortune to obtain funds in Swiss francs, the Joint Commission could take action more rapidly. On condition that the goods could be secured from the suppliers, and that export permits could be submitted in time to the blockade representatives in Switzerland for their approval, the Joint Commission was, as a rule, able to despatch the relief within a very short time.

Nevertheless, for certain products — milk foods, textiles, footwear — like all other buyers, it was governed by the possibilities of production, however great were the privileges granted by the
Swiss manufacturers and the authorities, either to the Commission or to benevolent societies in general.

In the majority of cases, however, the Joint Commission could only use funds in foreign currencies, dollars, pounds sterling, Egyptian pounds, French francs, etc. Occasionally it was possible to use these sums in the country of origin. It was more often the case, however, that the formalities necessary to convert the money into Swiss francs took anything between weeks and months.

The transport situation has been dealt with in Chapter VI — "Delivery of Relief", and will not be referred to here. It may be said only that, till 1945, the question of the grant of free transport was a thorny one, to which a great deal of time had to be devoted.

In contradistinction to relief for prisoners-of-war, which was carried on not without difficulty, but in which the Good Samaritan could at least invoke a minimum of common rights and thus secure many advantages — e.g., funds, currency conversions, transport — work in aid of the civilian population met with ever-increasing difficulties and had continually to be adapted to increasingly unsettled conditions. It was affected by every change in financial or commercial regulations. The Joint Commission had no special privileges except those which had been granted it as a favour in a number of individual cases, or as the result of an interpretation, which could at any time be cancelled, of the regulations governing the Prisoner-of-war Code.

Having no legal basis, its action developed empirically, as necessity dictated.

Thanks to the support given by the Red Cross organisations, and to the doors which the I.R.C.C. and its delegations opened for it, the Joint Commission could, to some extent, counterbalance existing difficulties. Such difficulties, however continued right up to the end of its existence.

Some of the work accomplished showed what could be done. The despatch of relief to the refugees from Warsaw to Pruszkow, the arrival in Budapest of the first train from the West since the siege of the city, are all examples which serve to show that whatever possibilities offered were utilised to the maximum.

Experience has shown that some form of international relief work by the Red Cross in aid of civilians is a necessity in the event of armed conflict. The form actually given to this relief during
the recent war was the result of circumstances. Other methods can be studied and selected for the future. The success and efficiency of such relief work will depend on the freedom of action which it enjoys. From the outset, it must be able to dispose of an adequate working capital fund, and must be able to use recognised facilities for the transfer and employment of the money entrusted to it. It is indispensable that stocks of goods "out of bond" should continue to be held so that urgent appeals may be immediately dealt with. Finally, the transport, supervision and distribution of its consignments must at all times be assured by collaborators who enjoy complete international freedom of movement.
PART II

INTRODUCTION

The second Part of this Report is intended to give some idea of the nature and the quantity of the goods which the Joint Commission sent to the various countries, and of the peculiar difficulties or obstacles which hampered relief work.

So that the progress of this work may be more fully understood, and to enable some idea to be formed of the urgency of many of the appeals which reached Geneva, each chapter is prefaced by a short statement giving, chronologically, the information which the Joint Commission received at the time regarding the situation in each country under consideration.

In should be emphasised that these are by no means general or full descriptions of the plight of most of the European countries, but are the sum total of reliable information brought to the knowledge of the Joint Commission, information which often influenced the sending of relief. On many occasions these indications were instrumental in bringing about a modification in the plans which had previously been drawn up for aiding those whom it was possible to reach and whose situation appeared to be the most critical.

On the other hand, these statements may serve to illustrate in a very real way the difficulties encountered in carrying out international relief work at a time when the general upheaval allowed of no more than a disconnected outlook on an ever-changing situation.
Poland

Poland was occupied by German troops in September 1939, after fighting which destroyed some of Poland’s industrial centres and paralysed the transport system. At the end of the same month, Russian troops occupied all Polish territory lying to the east of the Curzon Line.

Poland was therefore the first European country to taste the rigours of war, and the country which suffered enemy occupation for the longest period of time. Warsaw was not liberated by Russian troops until January 1945.

The Polish Government having quitted Poland, the administration of the country was transformed into a General Government, which was entirely under the control of the Occupation Authorities. The Polish Red Cross in particular had to confine its relief activities to assistance to war wounded and to the tracing of civilians. Relief and distribution of relief goods were in the charge of an organisation called the Rada Główna Opiekuncza (Central Polish Committee for Mutual Assistance).

The devastation caused by the fighting which preceded the occupation of the country was very great, particularly in Warsaw, where desperate battles had taken place. Action taken by the Occupation Authorities led to the deportation to labour camps in Germany of considerable numbers of Poles, and reduced the commercial activity of the country to a very low level.

Since Poland is an agricultural country, however, general living conditions were not at first brought to a dangerously low level. But as time went on, the lack of clothing, manufactured goods and, above all, pharmaceutical products, began to be felt.

At the beginning of 1941, information received from Poland witnessed in particular to the distress of Polish Jews, especially in Cracow and Warsaw. It was only in the course of the following year, however, when I.R.C.C. delegates were able to accompany relief goods sent to the country, that the Joint Commission was
able to obtain information on the general situation. This information confirmed what was already known and indicated a very great scarcity of pharmaceutical products and of material required by hospitals. Foodstuffs, above all, were needed for certain categories of the population, especially for children, as well as for such institutions as nurseries and children’s homes, which gave shelter to some of the many orphans and injured children. Since it was chiefly the towns which were suffering from food shortage, it was to them that supplies had to be forwarded.

The events of 1944 and, in particular, the fighting which took place in Warsaw between the Partisans and the occupying forces aggravated the situation. The entire population of Warsaw was evacuated, and thousands of men, children, women and old people were concentrated into a restricted area at Pruszkow, where there were some large unused factory buildings. Their misery was indescribable. They were without amenities of any kind, and it was feared that deadly epidemics might break out.

Warsaw was almost completely destroyed by the occupying troops. The only part left more or less intact was the suburb of Praga, on the right bank of the Vistula. When the inhabitants of Warsaw returned to their city, after the Liberation, they found it a heap of ruins. There was no electricity or water service, and the inhabitants lived through a terrible winter, camped among the débris.

Although Cracow had escaped almost uninjured, there were other places which had suffered during the hostilities. Gdynia had had all its port equipment destroyed, and Bialystok and Kielce had been badly damaged. There had been heavy loss of human life. The Jewish population had been decimated and the birth-rate had fallen to half its pre-war figure.

Bad living conditions had encouraged the appearance of tuberculosis. There were 610,000 known cases of osseous tuberculosis.

There were 1,300,000 children in the country living in homes or with families who had adopted them. A very high proportion of these children were tuberculous, and the weight of babies was one-third lower than the pre-war average.

The general health situation was low for several reasons. First of all, there was the effect of long undernourishment which had produced a general lowering in the level of health. Then too, lack of clothing and of sanitary dwelling-houses had favoured the
development of tuberculosis and infectious diseases. To make matters worse, there was a shortage of doctors. Out of the 12 000 doctors in Poland before the war, there remained only about 6 000. There was also a serious shortage of qualified staff, such as chemists, bacteriologists, laboratory assistants and nurses of all grades, whose professional training had been completely interrupted during the period of the war.

Sanitary institutions were few and they lacked equipment, such as sheets, linen, medical and surgical instruments, and radioscopic and radiographic apparatus. Most of the laboratory installations had been destroyed.

*Relief Deliveries.*

The first delivery of relief goods made by the Joint Commission to Poland was in April 1941. It consisted of a gift from the Turkish Red Crescent, to which the Joint Commission added powdered milk. These goods were sent to the Polish Red Cross in Warsaw, through the German Red Cross delegate.

The German Red Cross also at the same time indicated what medical goods were most needed by Poland.

The Jewish organisations also made known the needs of their own people. Various organisations in Switzerland placed at the disposal of the Commission the requisite funds for sending food and medical supplies, which were spread out over 1941, 1942 and 1943 (see Chapter XII, first part).

Distribution of relief in Poland during the Occupation was made through organisations including the racial minorities, such as the Jews, White Ruthenians and Ukrainians, who had founded central relief committees.

Goods had to be addressed to the Polish Central Committee for Mutual Assistance, with its central office in Cracow. This committee had also founded local branches in all the towns of Poland. It had co-opted the assistance of all the humanitarian institutions and organisations—government, municipal and private—which had existed before the war. It was possible for this Committee, in accordance with the wishes of the donors, to distribute the relief goods it received in those sectors where they were most needed.
In the course of 1941 and 1942, several deliveries of goods made to Poland by the Joint Commission were financed by gifts from the Federation of the Jewish Community of St. Gall and by funds supplied by the Office of the Apostolic Nuncio in Berne. The chief foodstuff sent was condensed milk. Pharmaceutical products sent during the same period comprised, among the medical supplies which had been asked for, pharmaceutical specialities, bandages, surgical instruments, vaccines and serums.

On 3 November 1942, the German Red Cross informed the Joint Commission that it was possible to send relief to Warsaw, addressed to the Fundacja polskiego Komitetu Opieki nad Dzieckiem (Polish Committee for Child Relief). The goods were transmitted to that organisation by the German Red Cross delegation.

In addition to the goods paid for by the relief organisations, the Joint Commission sent more than 30 tons of medical stores which had been placed at its disposal by the American Red Cross.

During 1941, the Joint Commission was requested by the Committee for Polish Relief in America to send to Poland 35 tons of medical supplies for the Polish people. This consignment left New York during October and November 1941 and, on its way to Geneva, encountered many difficulties which required much time to solve. The goods were received in Geneva by the Pharmaceutical Service of the Joint Commission, which checked every consignment, noted losses and repacked certain parcels which had suffered in transit. The goods were sent off again from Geneva during August 1942, and the receipt of the Polish Central Committee for Mutual Assistance is dated 25 January 1943.

The direct despatches of relief goods by the Joint Commission were free of Customs duty, but the Occupation Authorities claimed payment of these dues from the organisations to which the goods were addressed. The Joint Commission therefore requested the German Red Cross to intervene, after which the medical supplies of the "Comporel" 1 were cleared through the Customs free of charge.

The allocation of this large quantity of medicaments was made by the local committee of the Polish Central Committee for Mutual Assistance and the central committees of the various racial minorities, in proportion to their numbers.

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1 Committee for Polish Relief. See Chapter III.
The Poles received 61% of the goods sent, the Ukrainians 22%, the Jews 16%, and the balance was divided between the White Ruthenians and the Russians.

About half of the medical supplies were warehoused to meet future requirements. In addition, certain towns, e.g., Cracow, Warsaw and Lemberg, received an advance allocation of their quotas of medical stores.

At the request of the donors, a delegate of the I.R.C.C. accompanied the convoy transporting these medical stores to Poland, and got in touch with the organisations which were making the allocations. When he made a second trip in March 1943, he was able to check the distributions which had been made and to approve future plans.

The Swiss Red Cross made a gift of 50 000 Swiss francs for the purchase of vaccines against exanthematic typhus, which it was feared would spread. The receipt for this despatch reached Geneva at the end of 1942.

In 1943 the Joint Commission received large donations, destined for the civilian population, from the International Child Relief Union, the Central Office of Church Mutual Assistance and, above all, from the delegation to Geneva of the Polish Red Cross, with which the Joint Commission maintained close relations.

Apart from foodstuffs, the Joint Commission also purchased, on behalf of the donors, a certain quantity of clothing and footwear.

It was not until 1944 that relief consignments to Poland increased to any appreciable extent, thanks to the fact that the Joint Commission was by then in receipt of regular resources from the delegation in Switzerland of the Polish Red Cross. These consignments comprised chiefly milk products and strengthening foods to build up the health of the civilian urban populations, which had been slowly but surely deteriorating.

Half way through 1944, the food situation became very critical. The funds which the Joint Commission wished to use at that time were in pounds sterling, and conversion difficulties were such that the delegation of the Polish Red Cross was obliged to make representations to the Foreign Office to obtain funds needed for the purchase of goods in Switzerland.

In spite of transport difficulties—a point which will be referred to later—it was possible to make large-scale deliveries of foodstuffs
and textiles to Poland, where they were distributed by the *Rada Główna Opiekuncza*. Medical goods were also sent, bought out of donations made by the South African Red Cross and the British Red Cross, to which were added pharmaceutical specialities presented by the Swiss manufacturers.

On 25 August 1944, the representative of the Polish Red Cross in Switzerland appealed to the I.R.C.C. for help for 100,000 inhabitants of Warsaw, the great majority of whom were women, children and old people, who were huddled together in the camp at Pruszków, about twelve or thirteen miles from Warsaw, and who were entirely without sustenance of any kind.

At the time when this situation became known to it, the Joint Commission could not hope to make purchases, for which exportation permits would have been required, given the urgency of the case. Three weeks before, 12 truckloads of foodstuffs had left Switzerland for Cracow, where they had arrived, after many difficulties, thanks to the assistance of the German Red Cross. The Commission immediately took all the necessary steps to have a portion at least of these goods diverted to the Pruszków camp.

The Commission also sent off fresh consignments, namely, 10 wagons containing chiefly cereals, for making soup, sugar, condensed milk, vitamin products and Biomalt, which left Switzerland at various times from 1 October onwards, together with 206 cases of medical supplies, part of which had been obtained through a donation from the American Red Cross.

An I.R.C.C. delegate was able to go to the camp at Pruszków, where he arrived on 17 September. Between 6 August and 18 September, 238,217 persons had entered this camp. Goods from Geneva, which had reached the camp several days before, had been distributed by the internal camp organisation and a report on this distribution was made to the I.R.C.C. delegate.

In his report, the delegate emphasised the urgency of the case, pointing out that the camp at Pruszków was merely a transit camp, intended to receive inhabitants of Warsaw evacuated while fighting was going on. When they arrived, evacuees considered fit for work were sent off to Germany, while the others were dispersed among the various divisions and districts of Warsaw and Radom, where they were free to find what shelter they could among the inhabitants. It was not necessary, in these circumstances, to
contemplate the need for permanent help for those interned at Pruszkow.

Towards the end of 1944, the Canadian Red Cross offered the Joint Commission a sum of $100,000 for relief for the Polish civilian population. On this occasion, also, delay caused by the conversion of funds held up the execution of the purchase programme drawn up by the Joint Commission. When, in March 1945, it became possible to buy these goods, rail communications with Poland were partially interrupted. The Commission therefore asked for authorisation from the Canadian Red Cross to distribute the goods in hand to Polish refugees in Central Europe. The reply from the Canadian Red Cross being favourable, the clothing and foodstuffs were distributed to large groups of Polish refugees in Germany and Austria.

In September of the same year, the "British Fund for Warsaw" requested the Joint Commission to send to Poland 198 cases of clothing and 6 cases of aspirin, which were despatched by the first lorry convoy organised by the Commission.

During the same year, the "American Polish War Relief" on several occasions sent the Joint Commission gifts of money or goods which were allocated and distributed in Poland by the organisations with which the Commission was in touch.

Reports from the various organisations interested in Poland emphasised the total lack of clothing and footwear from which the population of damaged towns, in particular, was suffering.

The Joint Commission was able, from the goods placed at its disposal by the Irish Gift, to despatch large quantities of clothing and footwear, as well as blankets, which were distributed among the many hospitals and children's homes, which were entirely without such supplies. Several dozens of tons of condensed milk were sent at the same time.

Poland also received goods bought by the Joint Commission with part of a gift of $5000 from the Canadian Red Cross Youth, and a gift from the New Zealand Red Cross, as well as gifts in kind and in cash placed at the Commission's disposal by several Swiss organisations.

The Irish Red Cross also made gifts of foodstuffs and medical supplies for Poland through the medium of the Joint Commission.
During 1945, the Don suisse sent 17 tons of clothing through the Joint Commission for the population of Warsaw. This was only the beginning of activities which continued during the whole of 1946, thanks to which large quantities of medical supplies for hospitals, bandages, baby-linen, blankets, footwear and clothing were despatched to Poland.

As part of its plans for helping Polish children, the Don suisse, which had appointed a permanent representative in Warsaw, created at Otwock, near Warsaw, a children's village made up of hutments sent from Switzerland, where, from September 1946 onward, 600 children, selected from the most necessitous cases, were received. Everything needed to keep the hut village a going concern, including food, clothing and medicaments, was sent from Switzerland by the Joint Commission.

The Don suisse also founded a hospital in Warsaw, in a building placed at its disposal by the Polish authorities. This was christened the "Charles-Marie Hospital", and for this also large quantities of equipment were despatched by the Joint Commission. Quantities of domestic utensils, clothing and tonic foods were also distributed to the destitute, and to the miners' children at Katowice, who were in a particularly bad situation.

At the beginning of 1946, the Joint Commission received £10,000, collected by the South African Red Cross. These funds were intended for the purchase of foodstuffs. As the condensed milk quota which the Commission was able to export from Switzerland at that time was already allocated, 40 tons of powdered milk had to be purchased from Sweden, which was sent to Poland direct from that country and distributed to children and to the sick.

At the instigation of the Joint Commission, a visit was paid to Poland by two delegates from the Irish Red Cross, and this led to the despatch to Warsaw of a relief hospital with all the necessary equipment.

Various groups, more or less extensive in size, found themselves held up by circumstances in countries which were at war and, having no means of support, suffered both from scarcity of food and from the distress prevalent in the countries which sheltered them. On several occasions, the Joint Commission received appeals for help from such groups of refugees. These appeals were transmitted to the Polish Red Cross delegation which, as far as was possible,
financed deliveries of food, medical supplies and clothing for its compatriots.

Thus, the Joint Commission sent to Poles in foreign countries—Dalmatia, Greece, Serbia and France—various consignments of relief goods, which were transmitted to them by the Red Cross Societies in the various countries concerned.

*Transport.*

Until the middle of 1944, relief deliveries to Poland on behalf of the Joint Commission were made by railway, and were addressed to the delegate of the German Red Cross at Cracow for transmission to the *Rada Główna Opiekunca*. This procedure was that agreed by the occupying authorities, and was the only procedure which could be followed.

Military events at the end of 1944 had a profoundly disturbing effect on railway communications between Switzerland and Eastern Europe and relief deliveries for Poland were held up for many long weeks.

At the beginning of 1945, the delegate in Geneva of the Polish Red Cross stated that it might be possible for him to forward from Paris to Warsaw any goods which the Joint Commission wished to despatch to Poland. It might have been possible to organise a regular supply of medicaments to Warsaw by air. Unfortunately, a single experiment of this nature was enough to convince the directors of the Joint Commission that the method was not the quickest one, since departures from Paris depended on the arrival from Poland of hospital trains which were sent to France to pick up wounded soldiers. Such trains encountered so many delays on their long journey that they often arrived late, and it was impossible to place any reliance on a regular service.

Towards the end of 1945, the Joint Commission was enabled to utilise repatriation trains which were taking back Polish internees from Switzerland. In actual practice, however, this method resolved itself into no more than one or two wagons which could be attached to convoys leaving Switzerland.

Despite the high cost of road transport, the Joint Commission was compelled, with the agreement of the donors and with the support of the I.R.C.C., to solve the problem by making use of a
lorry convoy which left Switzerland on 20 September 1945. Lengthy negotiations had been necessary in order to obtain transit visas for the various countries and occupation zones traversed. The I.R.C.C. dealt with this question. As a result, a convoy of 16 lorries, carrying 140 tons of relief supplies for the Polish Red Cross, from the British Red Cross, the Canadian Red Cross, the Don suisse, the Joint Commission and other donors, left for Warsaw via Munich, Prague, Breslau and Lodz. These lorries arrived at Warsaw without incident on 27 September, and the goods which they carried were, pending their distribution, committed to the care of the Polish Red Cross.

None the less, this method of delivery had, in the nature of things, to remain exceptional. The resumption of railway traffic allowed of the formation of set-trains in Switzerland accompanied by convoy staff whose duty it was to supervise the goods in transit and to hand them over against receipt to the organisations for which they were intended.

During 1946, the Joint Commission was enabled to despatch seven set-trains to Poland between 16 February and 12 December. The itinerary of these trains ran in part through Czechoslovak territory, and the Czechoslovak authorities claimed transport charges. Through the medium of the I.R.C.C. delegation in Prague, the Joint Commission approached the Czechoslovak Government with a view to obtain, as in other countries, free transport for relief deliveries. In the meantime, however, in order not to retard the arrival of urgent relief stores, the Commission asked the delegation in Switzerland of the Polish Red Cross to raise this question with the Polish authorities. An agreement was reached between the two Governments on the occasion of the passage of a train on account of which the Polish Government undertook to provide the necessary coal. Further negotiations finally proved successful, and the Joint Commission’s deliveries were effected free of charge from Switzerland to Poland.

Nevertheless, in view of the shortage of rolling-stock, it was not always possible to obtain in good time the necessary wagons on which to load the goods involved, and there were not a few delays in the departure of trains for Warsaw.

After the Liberation, it was possible to make deliveries on behalf of the Polish Red Cross, and it was this body which, in
Weight and Value of Goods despatched by the Joint Commission to POLAND

<table>
<thead>
<tr>
<th>Year</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
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<tbody>
<tr>
<td>1941</td>
<td>Foodstuffs and Clothing</td>
<td>18,900</td>
<td>40,301.90</td>
<td>19,411</td>
</tr>
<tr>
<td></td>
<td>Pharmaceutical Prod.</td>
<td>511</td>
<td>9,990.65</td>
<td></td>
</tr>
<tr>
<td>1942</td>
<td>Foodstuffs and Clothing</td>
<td>105,300</td>
<td>468,106.—</td>
<td>127,246</td>
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<td></td>
<td>Pharmaceutical Prod.</td>
<td>21,946</td>
<td>734,416.25</td>
<td></td>
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<td>1943</td>
<td>Foodstuffs and Clothing</td>
<td>240,700</td>
<td>1,165,497.—</td>
<td>296,349</td>
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<td></td>
<td>Pharmaceutical Prod.</td>
<td>55,649</td>
<td>655,341.07</td>
<td></td>
</tr>
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<td>1944</td>
<td>Foodstuffs and Clothing</td>
<td>644,900</td>
<td>3,314,997.—</td>
<td>672,785</td>
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<td></td>
<td>Pharmaceutical Prod.</td>
<td>27,885</td>
<td>822,541.65</td>
<td></td>
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<td>1945</td>
<td>Foodstuffs and Clothing</td>
<td>189,200</td>
<td>1,600,781.—</td>
<td>221,394</td>
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<td></td>
<td>Pharmaceutical Prod.</td>
<td>32,194</td>
<td>761,474.90</td>
<td></td>
</tr>
<tr>
<td>1946</td>
<td>Foodstuffs and Clothing</td>
<td>1,409,000</td>
<td>4,171,503.—</td>
<td>1,552,441</td>
</tr>
<tr>
<td></td>
<td>Pharmaceutical Prod.</td>
<td>143,441</td>
<td>1,065,973.—</td>
<td></td>
</tr>
</tbody>
</table>

Grand Totals . | 2,889,626 | 14,810,923.42
agreement with the I.R.C.C. delegate at Warsaw, undertook the work of handing over the relief stores despatched to the various organisations for which they were intended. None of the deliveries destined for Warsaw failed to reach that town. On the other hand, goods destined for the rest of the country were warehoused in the depôts of the Polish Red Cross at Katowice and were received in that town by the Polish Red Cross delegate.

**Missions.**

In September 1942, a delegate of the I.R.C.C. was entrusted with the duty of checking the allocation and distribution of the medicaments which had been entrusted to him by the Commission for Polish Relief.

In addition, one of its representatives accompanied the lorry convoy which arrived in Warsaw in September 1945.

From April 1946 onwards, when the I.R.C.C. had appointed a permanent delegate in Warsaw, the handing over of relief stores to recipient organisations, and the control of distribution were carried out through the medium of this permanent delegate.
Belgium

In May 1940, the invasion of Belgium by the German armies caused great damage in the districts which were on the fighting front for several days at a time. The bombardment of ports and cities destroyed many homes. Thousands of the bombed-out had to be cared for by the public services. A huge mass of refugees had to be housed and fed just at a time when the disorganisation resulting from military operations was at its height.

Then followed five years of occupation. Cut off from her usual markets where, until then, she had exchanged her manufactures for the supplies necessary to her existence, so densely populated a country as Belgium soon found herself faced with a scarcity of food, a situation which continued to grow worse until the Liberation.

In February 1941, when the Director-General of the Belgian Red Cross visited Geneva, the Joint Commission learned how serious the food situation had become during the previous month. The shortage of meat and fats, as well as the deficiency of Vitamin C in children, was only too apparent.

At the beginning of 1942, the health of a large part of the urban population caused anxiety. Undernourishment was undermining the health of expectant mothers and was also affecting the babies, whose weight was decreasing. From observations carried out, prisoners under common law, who were given only the official rations, showed that they had lost much weight and were becoming increasingly weaker.

From 1944, bombardments were more frequent and increased in intensity, particularly over the urban and industrial centres. In September 1944, Antwerp and Brussels were liberated by the Allies after a hard fight. But the Ardennes were again laid waste by Rundstedt’s army at the end of the year.

The liberation of Belgian soil did not entail the end of the devastation since, until April 1945, the Provinces of Antwerp and Liége suffered from the V1 and V2 raids.
The people of Belgium experienced five years of severe privation, with great danger to their health from the first year on. Their needs were many, but were mainly in respect of food, clothing and medicaments.

Relief Deliveries.

Relief for Belgium was effected in a whole series of co-ordinated and concerted activities which cannot be considered separately.

Belgium is a country of heavy industries and small agricultural holdings. It is the most densely populated country in Europe. It was therefore impossible for this country to live for long on its reserves, and it was not long before the numerous relief organisations set up in Belgium became aware of the precarious situation and were convinced of the necessity of obtaining additional food supplies from abroad.

The Belgians in the Congo and all the Belgians overseas were not idle either. They collected large funds and studied every means of sending aid to their compatriots.

Thus, in the Autumn of 1940, the Belgians in the Congo sent about Sw. frs. 100 000 to the I.R.C.C. which later transferred the money to the Joint Commission.

On 8 April 1941, a further Sw. frs. 200 000 reached the Joint Commission from the Belgians in the Congo. These sums, added to an anonymous gift of 15 000 dollars, enabled various food supplies to be sent to Belgium.

With a view to extending their humanitarian work, delegates of the various Belgian relief organisations came to Geneva to ascertain whether the I.R.C.C. could suggest ways in which their work might be carried out on a larger scale.

Count de Kerchove, representing Belgian relief organisations abroad, was requested by the Belgian Government in exile in London to organise food supplies for Belgium within the blockade and, at the end of 1940, he paid a visit to the I.R.C.C. He suggested that supplies for Belgium should be procured from countries within the blockade, such as Portugal.

It was understood that "Belgian Medical Aid" (Aide médicale belge), the relief organisation set up in Lisbon and subsequently replaced by the Belgian Food Co-ordination Committee (C.C.R.B.)
of which Count de Kerchove was the head, should confine its efforts to the Portuguese and Spanish markets, and that the Joint Committee should procure supplies from elsewhere. In August 1941, Count de Kerchove returned to Geneva to establish the principles of collaboration between the Co-ordination Committee and the Joint Committee. It was then decided that food supplies sent to Belgium through funds collected by Belgians overseas should come solely from neutral countries in Europe. The Joint Committee was requested to make purchases in Switzerland, Sweden and Turkey, the Co-ordination Committee confining itself to the Portuguese and Spanish markets.

In February 1941, the Director-General of the Belgian Red Cross also came to Geneva, bringing exact data on the food situation of his country, thus making it possible to contemplate a first series of consignments.

In July 1941, a delegation consisting of the President of the Belgian Red Cross, the President of the Belgian Winter Relief and a representative of the Financial Department of the Belgian Winter Relief came to Geneva. This delegation specially instructed the Joint Committee to make purchases for Belgian relief in Hungary and Rumania.

In 1941, the Belgian relief organisations overseas had caused Sw. frs. 1,700,000 to be sent to the Joint Committee. These donations enabled large purchases to be made. At the beginning of 1942, Belgians overseas entrusted the Joint Committee with a further Sw. frs. 1,750,000, part to be used for the purchase in Switzerland of vitamins to the value of Sw. frs. 750,000. The balance — amounting to one million francs — was to be used for food supplies.

After that, the funds at the disposal of the Joint Committee for aid to Belgium grew apace.

In 1945, the Joint Relief Commission sent to Belgium supplies to the value of Sw. frs. 26,160,000.

This 26 million Swiss francs was made up of (i) subsidies from the relief organisations in Belgium and overseas, and (ii) the sums accruing from financial operations undertaken either to unfreeze Belgian credits in Hungary and Rumania, or to obtain credits reimbursable at the end of the war.

In January 1942, a delegate of the Belgian relief organisations, accompanied by a representative of the Joint Committee, went
for the first time to Hungary and Rumania to negotiate with the competent authorities of those countries for the release of frozen Belgian assets, and for the utilisation of such sums for the purchase of food and pharmaceutical products for the destitute people of Belgium.

The Hungarian authorities took this opportunity of stating that the export of these goods was authorised in a spirit of solidarity between the small European nations, and especially in gratitude to Belgium which, after the 1914-1918 war, had welcomed more than 250 000 Hungarian children.

The delegates of the I.R.C.C. who represented the Joint Commission in Hungary and Rumania were afterwards able to obtain export permits, to make purchases, and to organise transport of the supplies and pharmaceutical products all the way to Belgium.

On several occasions representatives of the Belgian mutual assistance organisations visited Switzerland, Hungary and Rumania to continue similar negotiations, to which on each occasion the Joint Commission or its representatives gave their support.

When Belgian foreign credits had been exhausted, the organisers of relief for Belgium resorted to new methods of payment by negotiating, with banks or large companies in Sweden, Switzerland, Hungary or Rumania, for the loan of considerable sums, to be reimbursed after the end of hostilities, on the guarantee of the eight largest banks in Belgium.

These credits were also charged up to the Joint Commission's account since, as was previously the case, the Commission was entrusted with the purchase and transport of the goods.

As will be shown later, the Belgian organisations requested the Joint Commission to despatch to Belgium the goods purchased in Spain and Portugal. The Joint Commission's work in forwarding these supplies to Belgium came to an end with the Liberation. During the last months, transport through France was beset with increasing difficulties. Air raids often delayed the delivery of perishable goods.

During the summer of 1944, it was even contemplated suspending the despatch of all relief goods to Belgium. At that time the German High Command decided that if, owing to force majeure, the forwarding of supplies to Belgium or the north of France became impossible, the High Command might forward the supplies to other
destinations. These latter would be considered as the purchasers to whom the goods would be consigned on payment of the actual purchase price. The original addressee would be advised of the operation, and the sum received would be placed at his disposal.

These measures suffice to show how serious was the situation at that moment.

In March 1945, the C.C.R.B. in Lisbon had available 2200 tons of food. The French Railways put 220 wagons at its disposal for the transport of the goods. Their departure was yet further delayed since transit permits had to be granted by the Allied Military Authorities. Trains for Brussels had to cross the sector occupied by the Ninth Army, but, just when permits had been granted, the Ninth Army had moved elsewhere, and fresh steps had to be taken with the Staff Headquarters of the new unit stationed in the same area.

On 22 March 1945, the first train, carrying the last instalment of relief coming from Lisbon, arrived at Brussels. Others followed in April. Finally, the balance of the goods was shipped by boat direct from Lisbon to Antwerp. Thus the work on which the C.C.R.B. and the Joint Commission had spent almost three years was accomplished.

Relief to Belgium was not, however, suspended at that date. Relief from Switzerland continued to arrive during 1945.

At the end of 1944, the Don suisse asked the Swiss Red Cross to set up medico-social missions in the devastated industrial towns. For several months, these missions distributed strengthening foods to those whose health had been particularly undermined. Situated near Antwerp and Louvain, in Hainault, Flanders and the Ardennes, these eleven missions distributed milk-products, Ovomaltine and malted products to more than 11,000 children chosen after medical examination.

None the less, the general situation in Belgium rapidly improved and relief parcels became less essential, ceasing finally in the middle of 1945.

Allocation and Distribution.

During the occupation, the distribution of Joint Commission consignments was undertaken by the "Joint Commission for Allocation of Relief to Belgium", comprising:
1. The Belgian Red Cross;
2. The Belgian Winter Relief;
3. The National Child Welfare Organisation;

The Joint Commission divided the relief stores amongst the various Assistance Organisations in proportion to the number of persons to be assisted.

The close collaboration between the Belgian Red Cross, the Belgian Winter Relief and the Joint Commission enabled a considerable supply of pharmaceutical products, specialities in common use and vitamins to be sent to Belgium for distribution to welfare institutions dispensing medical and sanitary aid.

On the other hand, the Joint Commission undertook to re-forward from Geneva to the Belgian Red Cross — after taking note of any damage, very slight on the whole, which had occurred during transit, and after re-conditioning the damaged parcels — various consignments of medical supplies and sanitary articles which had been sent to Belgium by the American Red Cross in Washington.

From June 1941 until the end of 1942, the Joint Commission sent to Belgium 32 637 kgs. (gross) of vitamins, medicaments and various specialities.

From January to December 1942, the Joint Commission forwarded 37 677 kgs. (gross) of medicaments, vitamins and miscellaneous products, especially insulin and drugs.

Certain details should be given of the manner in which these medicaments and pharmaceutical specialities were distributed.

The Joint Allocation Commission which, as already stated, comprises the chief Belgian humanitarian institutions, was entrusted with the distribution of all medicaments received from abroad through the medium of the Joint Commission.

In agreement with all the authorities concerned, 10% of these medicaments and specialities were set aside as an emergency reserve in the custody of the Medical and Health Department of the Central Executive Committee of the Belgian Winter Relief. The remainder was distributed to the various relief organisations which formed part of the Joint Allocation Commission: i.e., the Belgian Red Cross, the Belgian Winter Relief, the National Child
Welfare Association, the National Society for the Prevention of Tuberculosis, etc.

Medicaments such as pepsin, medicinal charcoal and pharmaceutical specialities, sent partly free of charge by various Swiss firms, were available to all the civilian population. These products were allocated, in entire agreement with all the organisations concerned, between chemists and doctors running dispensaries, as well as between the large hospitals in Belgium. The Joint Allocation Commission was compelled, in certain cases, to make use of commercial channels for this distribution, because this was the only way in which it could be certain that the allocation would reach all those in need of such remedies. Every purchaser of these specialities was asked to pay an additional 19% on the sale price as a voluntary contribution towards the Winter Relief Work.

The consignments of insulin which Belgium received from America through the medium of the Joint Commission, or which the Commission itself despatched, were particularly welcome since the slaughtering of cattle in Belgium had declined, and there was consequently increasing difficulty in manufacturing insulin.

* * *

The Belgian Winter Relief Organisation commenced distributing food to civilians in December 1940. The first to benefit were those whose incomes did not exceed the maximum laid down in legislation concerning public assistance. In 1941, however, it became increasingly difficult to obtain supplies, and the benefit of certain distributions was extended to households whose resources did not exceed the double of the maximum specified in public assistance legislation. In 1941, it became still more difficult to obtain supplies, and the benefit of certain distributions was extended to households whose resources did not exceed three times, then four times, the maximum income laid down in public assistance legislation.

The number of those receiving aid from the Winter Relief did not greatly vary between 1941 and 1944. There was a slight falling off during the summer, but the number remained fairly constant around 1,300,000.

From the beginning of 1942 until the end of 1943, the local committees of the Winter Relief had purchased 7 million kgs. of
supplies on the home market in Belgium, and 53 million kgs. of various foodstuffs, either in Portugal through the C.C.R.B., or in Switzerland, Hungary and Rumania through the Joint Commission.

Popular soup kitchens were opened by the local committees of the Belgian Winter Relief organisation. In 1944, nearly 500 local committees served about 100,000 rations of soup daily.

Parcels from abroad greatly facilitated the supply problems of local committees which had opened soup kitchens, as well as those in charge of canteens serving one dish only and cheap restaurants, both of which together served some 60,000 meals daily.

The Joint Commission sent clothing and footwear from Switzerland to Belgium. In 1942, the total weight of these parcels reached 17,000 kgs.

A gift of 150 sheepskin waistcoats and 30 pairs of fur-lined boots were sent to the Belgian Red Cross by the Lion and Red Sun Society of Iran, through the medium of the Joint Commission. This donation was given to the Belgian children living in the French Jura.

Transport.

Food supplies, medicaments or clothing intended for Belgium were bought in Switzerland and the other neutral countries, with the exception of the Iberian Peninsula and Sweden, through the medium of the Joint Commission or by its representatives, who also dealt with the forwarding of the goods. The collaboration of the German Red Cross, to which the parcels were addressed for transmission to the Belgian Red Cross, enabled advantage to be taken of exemption from transport charges and customs duties.

Supplies from Rumania were frequently carried by barges on the Danube. They were loaded at Galatz, Cernavoda or Giurgiu, went up river by barge to Ratisbon (Regensburg) where they were transferred to German wagons and forwarded to Brussels via Vienna.

River transport was not and could not be free as was transport by rail, but the scarcity of railway wagons compelled the Joint Commission to adopt this method.

The work of checking goods at the port of shipment was entrusted to a specialised Rumanian firm which sent regular reports to the
Joint Commission. At Ratisbon, an international transport firm checked the weight of the goods prior to transferring them to the German wagons which were then sealed. Reports on the checking were sent to the Joint Commission. From Ratisbon, the sealed wagons were forwarded, sometimes with others, to Brussels via Vienna.

Consignments from Rumania and Hungary which were not sent by river usually went via Bucharest, Gutici, Budapest, Hegyshalon and Vienna to Brussels.

At Bucharest, Budapest and the frontier stations, the control of the goods was undertaken by specialised firms who forwarded their reports to the Joint Commission.

As soon as a new consignment reached Brussels, the Belgian Red Cross informed the I.R.C.C's delegate representing the Joint Commission in Brussels, and he, in collaboration with the Belgian Red Cross, dealt with the goods on their arrival. They were immediately handed over to the Joint Allocation Committee for Belgian Relief (C.M.R.B.) in Brussels, whose task it was to check the weight and quality of the goods and to store them in its depôts.

Children, expectant and nursing mothers, invalids and destitute civilians in general were the chief beneficiaries, and these parcels were of value in combating malnutrition and epidemic diseases. They were, of course, only an addition to the ration officially granted to the population as a whole, and those who benefited could in no case obtain the extra relief in any other way. The whole work of relief was continually checked by the I.R.C.C's delegate representing the Joint Commission, and there was never any occasion when any abuse of any kind whatsoever was reported.

In Portugal, the Co-ordination Committee had requested a firm of agents, its exclusive representative, to collect offers for purchases and forward them to the Committee. These offers were examined, accepted or refused. The agents then placed the orders on behalf of the Co-ordination Committee. They were expected to supervise manufacture and approve the goods as far as weight, packaging and quality were concerned. They alone were responsible vis-à-vis the suppliers.

In 1942, following a formal demand from the German authorities who no longer agreed that the C.C.R.B., which represented the Government in Exile, should be in direct touch with organi-
sations in Belgium, the goods were forwarded on behalf of, and by the Joint Commission, thanks to the I.R.C.C.'s delegate, the permanent representative of the Commission in Lisbon.

The consignments went by sea from Lisbon to the little port of Passajes between St. Sebastian and Irun. From Passajes, the goods were transhipped to Spanish trains (broad gauge) on the Passajes-Hendaye line (bout 18 kms.). At Hendaye, they were transferred to French wagons (normal gauge) which, in set-trains, left direct for Brussels. A delegate of the I.R.C.C., representing the Joint Commission and residing at St. Sebastian, thus assumed a very heavy responsibility. He used to go to Passajes to take delivery of, check and re-forward the goods, and then returned to Irun to re-check, so as to get an idea of their condition before they crossed the Franco-Spanish frontier. At Hendaye, consignments for Belgium were handed over to the German Red Cross delegate in that town, who despatched them to the German Red Cross at Brussels for transmission to the Belgian Red Cross. On reaching Brussels, the parcels from Portugal were subject to the same formalities governing delivery and control as were the Joint Commission's consignments from other countries, referred to above.

Consignments from Switzerland came by the usual Basle-Brussels train. During the occupation they were addressed, like those from all other countries, to the German Red Cross, which undertook to hand them over to the addressees.

Control on arrival was carried out by the representatives of the beneficiary organisations with the co-operation of the I.R.C.C. delegate in Brussels.

As soon as Belgium was liberated, set-trains were made up, accompanied by convoy staff, and addressed to the Belgian Red Cross. From December 1944 to July 1946, 17 set-trains left Switzerland for Brussels.

All goods forwarded by the Joint Commission to Belgium were acknowledged by the Belgian Red Cross, which also reported on the condition in which the goods arrived, the percentage of loss, etc. Receipt was also acknowledged by the various Belgian relief organisations which gave full details of the way in which the parcels had been allocated and utilised.
Weight and Value of Goods despatched by the Joint Commission to
BELGIUM

<table>
<thead>
<tr>
<th>Year</th>
<th>Foodstuffs and Clothing</th>
<th>Pharmaceutical Prod.</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1941</td>
<td>2 305,400</td>
<td>3,161</td>
<td></td>
<td>2 142,422.82</td>
<td>2 308,561</td>
<td>2 700 517.47</td>
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<tr>
<td>1942</td>
<td>24 267,700</td>
<td>48,315</td>
<td></td>
<td>40 643 715.65</td>
<td>24 316,015</td>
<td>46 611 588.05</td>
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<tr>
<td>1943</td>
<td>31 904,000</td>
<td>122,472</td>
<td></td>
<td>47 977 380.60</td>
<td>32 026,477</td>
<td>50 891 949.77</td>
</tr>
<tr>
<td>1944</td>
<td>431,200</td>
<td>123,581</td>
<td></td>
<td>1 306 615.05</td>
<td>554,781</td>
<td>3 464 036.20</td>
</tr>
<tr>
<td>1945</td>
<td>538,800</td>
<td>618</td>
<td></td>
<td>1 647 732.05</td>
<td>539,418</td>
<td>1 686 648.95</td>
</tr>
<tr>
<td>1946</td>
<td>103,000</td>
<td>212</td>
<td></td>
<td>20 221.40</td>
<td>103,212</td>
<td>422 993.40</td>
</tr>
</tbody>
</table>

Grand Totals: 59 848,464 102 777 734.04
Missions.

In 1944, two of the Joint Commission’s delegates went to Brussels to discuss various questions concerning parcels coming both from Lisbon and from Switzerland.

In 1945 too, an official of the Joint Commission stopped a day or two in Brussels with a view to obtaining the Belgian authorities’ permission for free transport of goods from overseas which it was necessary to send through Belgium. The request was favourably received and an affirmative reply was forthcoming.
The Netherlands

The Netherlands were invaded by the German armed forces in May 1940 and, after several days fighting, the country was completely occupied. Despite the short duration of military operations, considerable damage was caused by air raids in certain great towns, Rotterdam in particular. The whole network of communications also suffered.

From this time on, relations between the Netherlands and the rest of Europe were interrupted. The transit of goods arriving in Dutch ports, destined for Central Europe, was completely interrupted, and this represented an enormous decrease in the economic activity of the Netherlands. During the first two years, however, the food situation was not serious. Though subjected to a general system of rationing, the Dutch had still enough to live on.

As early as 1941, the Netherlands Red Cross announced the disappearance from the market of certain pharmaceutical products, though this shortage did not for the time prevent the almost normal functioning of the Health Service. On the other hand, in 1943, rationing became stricter and the shortage of manufactured products, in particular textiles and footwear, began to make itself felt.

The Netherlands suffered severely from the military operations at the end of 1944, during which time, for several months until the end of March 1945, the country was cut in two by the front line. Intense air raids destroyed a large number of houses, and the measures taken by the Occupying Power led to the flooding of about 20% of the cultivable area.

In January 1945, the full measure became known of the catastrophic destructions in the district of Arnhem where, out of a population estimated at 2,100,000, about 600,000 had lost their all. The towns of Venloo and Roe in Limburg had been destroyed. Nijmegen, after two serious air raids, was in a situation which
gave rise to great alarm. The evacuation of wounded towards centres which might have received them was rendered extremely difficult by the destruction of the means of transport.

It was possible to despatch relief goods to the liberated provinces of Zeeland, Brabant and Limburg, where the situation improved fairly quickly.

In April 1945, although the provinces of Friesland, Groningen and Guelder seemed still to have surplus stocks of goods, the food and health situation of North Holland, of South Holland and Utrecht had deteriorated. The situation had become difficult in Amsterdam, bad in The Hague and wellnigh desperate in Utrecht and Rotterdam.

War continued to rage in neighbouring districts, and these provinces were coming near the end of their resources. It was impossible to transport foodstuffs from the agricultural provinces of the East, and famine began to make its appearance. A large number of the patients housed in temporary hospitals were attacked by starvation oedemas. The death-rate rose appreciably in proportion as existing resources diminished.

The transport strike, which was declared by the Dutch railway-men in order to sabotage the military operations of the Occupying Power, had compelled the provinces to live for long months on their reserve stocks, which were now all but exhausted. The 1944 harvest had been bad and the producing provinces were separated from the rest of the country by the front line.

The situation was the more alarming because the provinces concerned were those which contained the big cities, and because these additional privations were attacking a population which had, for months already, been subjected to very severe restrictions. Fortunately, the relief action undertaken allowed of supplementary food supplies being given to the inhabitants of three provinces, in sufficient quantity to enable them to put up with their privations while waiting for their liberation by the Allied troops in March 1945.

From this time on, the situation developed quickly and, although relief was still necessary in individual cases, i.e., for wounded and injured and for the inhabitants of the flooded regions, there was never the same sense of almost dramatic urgency as there had been in the Spring of 1945.
Relief Deliveries.

In April 1941, the Netherlands Red Cross approached the Joint Commission and asked it to procure for it 20,000 tablets of vitamin C. These tablets were ordered from the Swiss pharmaceutical industry and despatched to the Netherlands on 27 June 1941.

At the beginning of 1942, the Joint Commission informed the Netherlands Red Cross that it might possibly be in a position to send a thousand kgs. of ascorbic acid (vitamin C). The necessary sum for this purpose was received in April by the Joint Commission through the medium of the delegate in Switzerland of the Netherlands Red Cross. Delays in the manufacture of the product retarded its despatch until November 1942.

The delegate of the Netherlands Red Cross then emphasised the fact that, besides requirements in respect of medical stores, the population of the Netherlands also required clothing and foodstuffs. The Joint Commission therefore endeavoured more precisely to define requirements in this sphere, and also the categories of persons whom it would be desirable to relieve.

In July 1942, in reply to a request for information, the German Red Cross expressed the view that clothing and foodstuffs were not an urgent necessity, but that it was imperative to despatch medications.

In September 1942, the Netherlands Red Cross at The Hague forwarded a list of medical stores lacking, among which were iodine, opium and insulin. The Joint Commission was already encountering great difficulties in procuring the insulin for which it was being asked on all sides, and it was unable to satisfy the Netherlands Red Cross on this point.

On information received from the Joint Commission, the American Red Cross asked the Commission to forward to Holland certain quantities of medical stores in reply to the request of the Netherlands Red Cross. These supplies were despatched from America in April and May 1943 and left Geneva for The Hague on 17 September of the same year.

The American Red Cross had also requested that a delegate of the I.R.C.C. should supervise the distribution of its deliveries. This request was passed to the German Red Cross in January 1943, and the sending of a delegate was authorised.
Thanks, however, to funds made available by the delegate in Switzerland of the Netherlands Red Cross, it became possible to arrange for deliveries of foodstuffs. These deliveries included:

- 3,500 cases of condensed milk, and 100 cases of powdered milk;
- 6,000 tons of oranges and 163 tons of lemons, bought in Spain;
- Consignments of medicaments, in particular vitamin A (concentrated tunny-liver oil from Spain), vitamin C, and various drugs and pharmaceutical specialities offered partly by the Swiss pharmaceutical industry;
- 4,000 cases of sardines, which were bought in Portugal by Dutch organisations which asked the Joint Commission to deal with their transport;
- 183 tons of condensed milk and powdered milk.

In October 1944, the Netherlands Minister in Switzerland transmitted to the I.R.C.C. a request for relief from the Netherlands Red Cross, which urged the desperate need of foodstuffs which was beginning to be more and more felt in the Netherlands.

The alarming news which appeared in the Press on the subject of the lack of foodstuffs in the Netherlands led to the establishment in Switzerland of various relief committees which either collected gifts in kind or sent funds for the despatch of relief goods. All these committees relied on the Joint Commission to forward their consignments.

Furthermore, the Don suisse, with the collaboration of the Netherlands Relief Committee in Basle, was endeavouring to find means of sending large relief consignments to the Netherlands.

Since it was in possession of barges for navigation on the Rhine, the Committee in Basle asked the I.R.C.C. to request the competent authorities to deliver the necessary navigation certificates.

At the beginning of November, the I.R.C.C. began negotiations with the belligerent Powers on the subject of the forwarding of relief goods.¹

Meantime, the Don suisse bought several thousand tons of cereals in Lisbon. These cereals were the property of the Swiss

¹ See the Report of the I.R.C.C.
Confederation, but, owing to transport difficulties, it had not yet been possible to import them into Switzerland. The I.R.C.C. allocated the S.S. "Henri Dunant" for this service, and asked the German authorities to allow the boat into a Dutch port where the cereals and other relief goods could be unloaded under the supervision of an I.R.C.C. delegate.

But it was not enough to despatch cereals. It was also necessary to secure that they should be ground, and that the bakeries should be reopened. At the request of the Don suisse, further enquiries were made in the Netherlands on this point and, as the result of action taken by a delegate of the I.R.C.C. in Berlin, all relevant information was obtained on milling possibilities and on the resumption of baking.

About the same time, the Joint Commission had warehoused, at Hanau and at Heilbronn, some 2600 tons of wheat. This wheat had been bought in the Balkans by Belgian relief organisations, but unexpected transport difficulties had led to its being held up short of its destination. In addition, there were some 1770 tons of vegetable products which it had not been possible to transport to Belgium, and these goods were held up in the silos at Ratisbon. Since by this time Belgium had been liberated, the Belgian organisations agreed that the wheat and vegetable products warehoused in Germany should be put at the disposal of Netherlands relief activities, against payment of their value in Swiss francs.

There remained the question of transport to the Netherlands. At the time, the possibility was contemplated of transporting the goods by special train to Amsterdam, so that their distribution might coincide with the goods transported by the "Henri Dunant". The Don suisse was prepared to finance the purchase of wheat provided that distribution could take place within a reasonable time.

On 18 January 1945, the Berlin delegation of the I.R.C.C. informed the Joint Commission that, in the opinion of the competent authorities, the transport to the Netherlands of the wheat warehoused at Hanau and Heilbronn would take several weeks. In order to facilitate this relief action, the German Minister for Foreign Affairs proposed to put at the disposal of the Joint Commission, against the wheat in question, an equivalent quantity of rye in German warehouses at Essen, close to the Germano-Dutch frontier.
On the following day, the Joint Commission informed the Berlin delegation of the I.R.C.C. that it agreed in principle to the proposed operation and asked for details concerning the quantity and quality of the rye, and asking what proportion should serve as a basis of exchange for the wheat. It also requested that experts might be allowed to examine the goods, and asked when transport could take place.

Several days later, the German Minister of Food and Agriculture proposed that the rye should be exchanged for the wheat on a ton-for-ton basis. After consultation with experts, and in agreement with the Don suisse, the Commission accepted the proposal. The nutrition value of the rye was approximately equal to that of the wheat, and the decision was actually determined by the possibility afforded of rapid distribution in the Netherlands.

On the other hand, it was found impossible to transport the vegetable products from Ratisbon, whither a representative of the Joint Commission had proceeded by automobile across the front line to examine the state of the goods. By an extraordinary chance, the silo containing these vegetable products had escaped the air raids to which Ratisbon had been subjected, and was in good condition. But it was useless to think of transporting these goods across a part of Germany at a time when all means of transport were monopolised by military requirements and when the danger of air raids appeared to be very great.

All these things considered, the Swiss Confederation decided to buy back these goods from the Belgian Winter Relief and itself assumed the responsibility of transporting them into Switzerland.

One possibility therefore only remained, namely, to bring into a Dutch port the goods loaded on board the "Henri Dunant". This was finally done (cf., on this subject, the Report of the I.R.C.C.).

Meantime the delegate of the I.R.C.C. had gone to Hamburg at the beginning of February to find a cereals' expert and to bring him via Osnabruck to Essen (Oldenburg). On 6 February 1945, the rye was subjected to expert examination in the presence of representatives of the two parties concerned, and loading began under the supervision of a representative of the I.R.C.C.

The first wagon, which left Essen on 12 February, arrived in the Netherlands on 22 February. Since transport was at that time
paralysed by the Dutch railway workers' strike, which had lasted since September 1944, the wagons containing the rye were attached to German army trains *en route* for the Netherlands.

The rye flour was mixed with wheat flour on a 50/50 basis, and the arrival of the cargo of the "Henri Dunant" allowed of the distribution not only of the 400 gr. of bread twice a week, already provided for, but also of several hundreds of tons of foodstuffs to children's centres and to regular or temporary hospitals which housed a large number of patients. These distributions were co-ordinated with those being made at the same time by the Swedish Red Cross, and with any distribution which the Netherlands authorities might be able to make out of the stocks which were still at their disposal. According to the origin of the goods, they were described on the posters as: Swedish Red Cross Week; Swiss week; or International Red Cross Week.

The action of the *Don suisse* in favour of the Netherlands, in which the Netherlands Red Cross took part, was not confined to this particular delivery. In May 1945, the *Don suisse* sent, through the Joint Commission, 13 wagon loads of foodstuffs and medicaments. In the following months, several thousands of pairs of footwear, clothing, 4000 cases of household utensils collected in Switzerland, first-aid equipment and tools and hutment material for workers on reconstruction jobs were sent to the various provinces of the Netherlands.

In addition, the dramatic situation of the inhabitants of the Isle of Walcheren led to swift intervention on the part of the *Don suisse*.

Since the Digues of the Isle of Walcheren had been destroyed by the Occupying Power during the last battles of the war, there was a danger that Walcheren might disappear altogether unless an immediate campaign were undertaken to prevent the floods ravaging the arable land. For this purpose, it became necessary not only to find special material, but to find some possibility of housing nearly 2000 workers whose presence was indispensable for the success of the undertaking. On behalf of the *Don suisse*, the Joint Commission sent 52 hutments, together with equipment sufficient to counteract the invading floods.

Simultaneously with these large-scale deliveries, the Joint Commission forwarded clothing and footwear, entrusted to it by
various Netherlands Relief Committees which had been founded in Switzerland. Thus, the Friends, the International Civil Relief Fund and the Swiss Red Cross sent the people of the Netherlands the materials which they so badly needed. So too, medical stores from the American Red Cross left Switzerland on the first set-trains which the Commission succeeded in forming.

Deliveries continued during 1946 and, from the end of that year, the continual improvement in the food and sanitary situation of the country made further urgent deliveries unnecessary, and so this side of the Joint Commission's work came to an end.

*Transport.*

During the occupation of the Netherlands, the deliveries made by the Joint Commission were addressed, in accordance with the directions given by the German Red Cross, to its delegates in the Netherlands. The consignments were then handed to the Netherlands Red Cross which acknowledged receipt and sent distribution reports to the Joint Commission. Since these deliveries were transported free of charge, transport expenses were reduced to a minimum.

Goods purchased in Spain and Portugal were routed to the Netherlands in the same way as relief goods for Belgium, with the assistance of the representative of the Joint Commission at the Franco-Spanish frontier. The transport of these goods across France was facilitated by the delegate of the German Red Cross at Hendaye.

During the period when part of the Netherlands was liberated, *i.e.*, towards the end of 1944, it became possible to send deliveries *via* Brussels, where the I.R.C.C. delegation dealt with the forwarding of wagons to the liberated provinces.

It has been seen what difficulties were encountered in the despatch of trains from Switzerland to the provinces which were still under occupation. For several weeks all deliveries to those districts were held up, and relief from Switzerland was not available until after the complete liberation of the country. During this period, deliveries were addressed to the Netherlands Red Cross which warehoused them, pending their distribution, in the depôts of a transport firm at Amsterdam.
Weight and Value of Goods despatched by the Joint Commission to

THE NETHERLANDS

<table>
<thead>
<tr>
<th>Year</th>
<th>Foodstuffs and Clothing</th>
<th>Pharmaceutical Prod.</th>
<th>Total Weight</th>
<th>Total Value</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Tons</td>
<td>Swiss Francs</td>
<td>in Tons</td>
<td>Swiss Francs</td>
</tr>
<tr>
<td>1941</td>
<td>2,000</td>
<td>5,000.—</td>
<td>2,016</td>
<td>5,671.—</td>
</tr>
<tr>
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<td>4,911</td>
<td>514,671.10</td>
<td>4,911</td>
<td>514,671.10</td>
</tr>
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<td>1943</td>
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<td>1944</td>
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<td>2,472,434.—</td>
<td>3,436,255</td>
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<tr>
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<td>2,807,772</td>
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<td>1946</td>
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<td>458,179.—</td>
<td>155,299</td>
<td>523,458.05</td>
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</tbody>
</table>

Grand Totals | 9,934,772 | 12,724,384.30
At the beginning of 1945, the Netherlands Red Cross asked the Joint Commission to obtain for it 5000 tablets of Rubrophine. It was impossible to find this drug in Switzerland, but a Budapest firm had some. The drug was transported by air from Budapest to Geneva, and went on to Holland in a set-train.

From 12 December 1944 on, the Joint Commission sent 22 set-trains to the Netherlands. The last of these left Switzerland at the beginning of November 1946. Of these 22 trains, 9 passed through Brussels, for reasons referred to above.

All these deliveries were effected without any considerable loss. It was possible to determine losses from waybills on arrival, and the value of any such loss was reimbursed by the insurance companies.

On the other hand, during the period of the delivery of the oranges from Spain, certain wagons which were part of the trains traversing France in 1944 were bombed from the air, or requisitioned by the Wehrmacht. The convoy was one of 41 wagons and the value of the load was 283,000 Swiss francs. Eight of the wagons were bombed at Tourcoing and the others were unable to continue the journey owing to the destruction of the railway lines.

In the absence of waybills in these circumstances, long negotiations were needed in order to obtain official papers setting out the damage done and proving the impossibility of routeing the goods to their destination. Thanks to the sympathetic understanding of the Swiss insurance company concerned, and to the support of the representatives of the Swiss authorities controlling wartime insurance, the Netherlands Red Cross was enabled to collect compensation in full for the damage suffered. The money thus recovered was employed in the purchase of relief for the people of the Netherlands.
Before 1939, the food supplies of France were to a very large extent covered by home production. The total amount of foodstuffs produced in the country was between 85 and 92% of the total amount of food consumed. In the case of certain basic foodstuffs, France's independence of supplies from abroad was very nearly complete. Thus, only 16% of the wheat consumed was imported. In the case of meat and potatoes, the percentage of imports was respectively 1.2 and 0.9. The production of milk and butter was even in excess of requirements.

By 1940, the war had appreciably reduced the resources of the country. The retention of a large number of prisoners-of-war in Germany, and the deportation of large numbers of workers to Germany had resulted in a mass diminution of available manpower. The cutting-off of imports had led to a decrease in stocks of fodder, which in turn involved a reduction in stocks of cattle. These two factors had in their turn lowered the output of agriculture by about 25%.

This reduction in agricultural output had effects which were less felt in the country than in the towns. Actually, about 33% of the people of France lived on agriculture and stock breeding, and it is almost certain that the living standard of this percentage of the people of France remained comparatively stable.

On the other hand, the reduction in the national resources had been very keenly felt by the remaining two-thirds of the people, i.e., the urban population.

The food shortage in France, since 1940, due to the causes mentioned above, was also accentuated by requisitioning by the occupying forces and by the purchasing commissions of the Occupying Power. Finally, the food situation of the great urban centres was further aggravated by the complete disorganisation of transport by road, river and rail.

All these circumstances made it extremely difficult to supply the great towns, particularly as regards milk products, which the
ever-increasing delays in transport caused to deteriorate. Those who suffered the most from this state of affairs were naturally young children, expectant and nursing mothers, and invalids.

Rationing varied appreciably between one district and another, and, generally speaking, the great urban centres suffered most from the food shortage. But even in comparatively favoured districts, such as those close to the Swiss frontier, near Geneva, the debility prevalent among a large number of the children was obvious.

Information which the Joint Commission was able to obtain on the food situation in France showed that, in practice, all foodstuffs were rationed up to the end of 1944, but that the rations varied considerably as between one district and another.

Although, during the occupation, attention had been principally centred on food restrictions, it was impossible to overlook the destruction caused by air raids. It was not until immediately after the Liberation that it became possible to form some idea of the situation in general.

The devastation was on the widest scale in Alsace-Lorraine, and in the Departments of Nord, Somme, Pas-de-Calais and Calvados. Very few Departments were completely untouched.

Havre, Dunkirk and Brest were in ruins. At Marseilles, 19 kms. of quays had been destroyed out of a total of 23 kms. Hundreds of villages and small towns had been completely or partially destroyed by fire. Acres and acres of arable land, which had been ploughed up by shells or crushed by the passage of tanks, had gone out of cultivation. Agricultural equipment had been heavily reduced and, for lack of raw material, power and labour, the factories could not make up the deficiency. Lack of transport hindered the food supply of the great towns and the restarting of the factories. There was a shortage of coal, and electrical power was intermittent.

War victims, who had been evacuated by hundreds of thousands, were trying to return to their own towns where they hoped to rejoin their friends and their normal surroundings, and to adapt themselves, as well as might be, to existing conditions of life.

Already debilitated by four years of shortages, the population continued to suffer from restrictions. In the devastated areas they lived in the cellars of the destroyed houses or in such chance shelter as they could secure. Requests for housing addressed to
Paris by the Municipalities of the North and East exceeded a hundredfold any available possibilities, and the lodging of war victims and refugees gave rise to unsoluble problems.

There was an almost complete shortage of furniture, beds and households utensils, which rendered very difficult the proper utilisation of food relief.

During 1944 and 1945, there was a serious food shortage in the "single crop" districts in the South. Milk and fats were extremely scarce and infant mortality rose alarmingly.

The public services were also heavily taxed as the result of the liberation of prisoners of war, and of those who had been deported to Germany. The repatriated persons often arrived at reception centres in a state of extreme debility, and there was a lack of medical stores, disinfectants, food and bedding for them. If lives were to be saved, urgent relief was indispensable.

Relief Deliveries.

Relief action in favour of France began in May 1940, when the International Red Cross Committee and the League of Red Cross Societies organised joint action in favour of evacuees and refugees in occupied and unoccupied France.

After the creation of the Joint Commission, lack of funds at the outset prevented the new organisation from undertaking any immediate action in favour of children in France, or of the civil population in general. It was not until July 1941 that, after direct contacts had been established between the Heads of the League of Red Cross Societies and of the French Red Cross, it became possible to place larger sums at the disposal of the Joint Commission. At the end of April 1942, these funds exceeded Sw. frs. 2,000,000, and allowed of the purchase of more than 700 tons of foodstuffs. Deliveries included, inter alia, milk products, peas, lentils, dried vegetables and vegetable soup, vegetable flour, etc.

The foodstuffs, clothing and medical stores which the Joint Commission was enabled to buy for the French mutual aid societies came from Switzerland, Hungary, Rumania and the Iberian Peninsula.

Purchases were made directly by the Joint Commission (particularly in Switzerland), or by its representatives in the exporting
countries. Representatives of the Joint Commission also dealt with the despatch of the goods. Generally speaking, the Commission's deliveries were exempt from transport charges and customs duties. These privileges were to a large extent due to the action of the German Red Cross. Deliveries to occupied France, and deliveries which crossed areas in which the German Red Cross had delegates, were transmitted by these delegates to the delegates of the French Red Cross or, through the French Red Cross, to other French mutual assistance societies. This system was found to work most satisfactorily.

Goods from Rumania followed the same route as deliveries intended for Belgium.

The Joint Commission received receipts from the French Red Cross and from the other mutual assistance societies for all goods which it delivered to France. In some cases, the Commission also received distribution reports — to which reference will be made later — and also many expressions of gratitude which appeared in the French Press.

Delivery and Distribution of Foodstuffs.

The foodstuffs received by the French Red Cross were distributed by its representatives mainly to undernourished children, expectant or nursing mothers, and invalids.

Condensed and powdered milk despatched to the French Red Cross, and purchased by the latter through the medium of the Joint Commission, was distributed in accordance with rules drawn up in agreement with the French medical authorities and the French food authorities. Condensed and powdered milk was reserved:

(a) for very young children;
(b) for expectant mothers, in cases of a special diet (feeding-up, or in the case of an albuminous condition);
(c) for cases of serious illness when condensed milk had been prescribed, but was not available on the market;
(d) for cases in which it was difficult or impossible to procure the normal supply of fresh milk. In such cases, the milk was reserved exclusively for very young children.
Under this system, the condensed milk of the French Red Cross was a means of balancing the various requirements referred to above. The French Red Cross carried out all deliveries rendered necessary by circumstances when there was a shortage of milk in dispensaries or in children's homes, or even in local commerce.

In order to meet any possible requirements in occupied territory considered as a whole, the French Red Cross had drawn up a distribution scheme for condensed milk, taking account of the following factors:

(a) Population density, which made the situation of young children more distressing, and made it more difficult to feed them;

(b) distance, far or near, of producing districts;

(c) health conditions of the children.

A concrete example of the distribution of condensed milk by the French Red Cross, in collaboration with the representative of the Joint Relief Commission, is supplied by the distribution, in Marseilles, at the end of 1943 and the beginning of 1944, of 3500 cases of condensed milk. This milk had been dispatched by the Joint Commission as a result of gifts made by a welfare committee in Egypt which was particularly interested in French children (see Etchea Foundation, Chapter IX, first part, page 139).

For its part, the Child Relief section of the Swiss Red Cross organised canteens and feeding-bottle centres, in particular at Toulouse, which were supplied through the medium of the Joint Commission.

From the middle of 1944, the Joint Commission's work in France was seriously interfered with by transport difficulties. Thus, wagons loaded with condensed milk, en route from Basle to Paris, were held up on the way and had to be sent back to Switzerland, since the railways were probably blocked by military transports. It happened too, that this was the very time when appeals were reaching the Joint Commission in large numbers, and when the Commission was delivering goods purchased with the funds of the French Red Cross.

Large quantities of foodstuffs destined for Switzerland were at that time held up in Portugal and Spain, and there was no means
of forwarding the goods by the ordinary routes. The Federal Transport Office therefore organised certain road convoys which were loaded in Switzerland with export goods, and brought back to Switzerland the goods which were held up in the Peninsula. The Joint Commission was enabled, on more than one occasion, to make use of the lorries of the Swiss Confederation to deliver urgent relief to localities which were on the itinerary of the convoys in question.

In September 1944, two days after the liberation of Lyons, a convoy of lorries transporting 100 tons of condensed milk arrived in Lyons and was handed over to the local section of the French Red Cross. Thanks to this milk, the nourishment of nursing mothers and small children was assured for several critical weeks.

To facilitate the distribution of relief, a depôt had been set up at Grenoble to which classified deliveries from Switzerland were sent, thus simplifying requests for export permits and accelerating the transport of goods in districts where communications had suffered. From Grenoble, relief was distributed by lorries according to requirements. Among the relief activities made possible by the existence of this depôt may be mentioned a distribution of condensed milk to young children in the Department of the Alpes Maritimes. As with the distributions made by the Child Relief Section of the Swiss Red Cross, referred to above, the distribution of condensed milk despatched by the Joint Commission was subjected to a control which allowed the donors to be guaranteed that the milk in question had been exclusively reserved for the children most in need of it.

At the time of the liberation of the districts on the Swiss frontier, the Joint Commission was entrusted with the duty of despatching large quantities of relief goods, divided into many separate deliveries including mainly foodstuffs, clothing and utensils collected in Switzerland by the various Relief Committees. The Commission also continued to despatch the goods entrusted to it by the Swiss Red Cross, the Swiss Inter-aid for Workers (O.S.E.O.) and the Friends' Relief. These donors were soon added to by the Don suisse, the International Relief Committee, the American Relief for France, the Unitarian Service Committee, the Œcumenical Church Council, Caritas, etc. The Swedish Red Cross also on some occasions made use of the services of the Joint Commission
for the despatch of goods for the children’s canteens which it had created in the South of France.

Most of the organisations which entrusted the Joint Commission with the duty of forwarding their relief goods were in contact with associations located in France, which themselves distributed free of charge the goods they had received. As soon as the necessity of submitting requests for imports into France to the Joint Blockade Commission at Berne ceased to exist, deliveries could have been more quickly effected had transport possibilities allowed.

The districts in receipt of relief varied to the extent to which reliable information was available for the guidance of the donors. The Paris district, however, received regular supplies, since the food situation of children was bad in Paris.

In addition to deliveries of foodstuffs for immediate distribution, and of clothing collected or bought, the donors despatched, through the medium of the Joint Commission, hutment material for local meetings, where distributions also took place. Sometimes local mayors established their administrative services in these hutmęnts. Others were used to house teams sent to the spot, either for distribution purposes or for carrying on various social activities.

Medical stores were sent to the reception centres for deportees and refugees, to town hospitals and to the sanitary services of various districts.

Several hundred tons of fresh apples were distributed by the Don suisse to school children in the Valley of the Rhone and in the South of France.

Since it was compelled to limit its own sphere of operations, the Joint Commission continually drew the attention of donors to the requirements of particularly devastated areas, and very often informed relief organisations concerning the inhabitants of any district the fate of which had up to then escaped notice.

Side by side with the Swiss Red Cross which, from 1941 until the end of 1946, maintained children’s homes in Haute Savoie, Haute Loire, the Toulouse district and the Tarn, and for several years organised afternoon teas for children in Paris and in the provinces, the Don suisse, from the end of 1944, entrusted the Joint Commission with the duty of forwarding its relief supplies to France.
These deliveries allowed the opening of canteens for adolescents in the "Berliet" and "Somua" factories at Lyons, and in villages in Alsace. Powdered milk to the amount of 110 tons was distributed at the rate of half a litre per day for three months to 10,000 children in Marseilles, Toulon and Nice.

Similar work was undertaken at St. Etienne and Lyons, in the Departments of Drome, Ardèche, and Moselle, and also in Normandy. Hutments were supplied in the Departments of Haut-Rhin, Nord and Jura. Slates for roofing were delivered in the Doubs and other Departments.

In addition to its distributions of foodstuffs, the Don suisse established in various districts centres composed of a number of hutments including a crèche or school, a workroom or workshop, provided with all the necessary equipment.

It also sent to Havre a team of skilled workers to take part in the reconstruction of the town. This team was supplied with first-class equipment and was housed in hutments sent from Switzerland.

Children's homes and crèches were installed in destroyed towns, under the direction of a Swiss staff.

In the district of Vercors, in addition to boxes of tools for individual use, a large amount of special equipment for wood-work was dispatched. This allowed of the creation on the spot of movable workshops which at once began to reconstruct destroyed premises.

In the sanitary sphere, in addition to deliveries of medical stores, the Don suisse set up several maternity homes and hospitals, either in buildings placed at its disposal, or in the hutments which it itself supplied. It also took part in the campaign against tuberculosis by supplying material to sanatoria and by equipping lorries with the radioscopic installation necessary to detect suspected cases.

The Joint Commission sent relief to France up to the end of 1946.

**Medical Stores.**

The activities of the Joint Commission in this sphere began in 1941 with a collection of medical stores organised by the phar-
maceutical products factories in Basle, for the relief of civilian internees in the South of France.

Later on, the Commission had larger funds at its disposal which allowed it to purchase, in Switzerland and abroad, large consignments of medical stores of primary necessities, and to despatch them to France. The main items in these deliveries were: insulin, vitamins and opiates.

In addition to these products, the scarcity of which was serious in France, the Joint Commission was able to send, both to the French Red Cross and to various French mutual assistance societies, pharmaceutical specialities in general use, and also certain sanitary goods. It also took over the delivery of pharmaceutical products on behalf of the Child Relief Section of the Swiss Red Cross and, in 1942 and 1944, it forwarded deliveries from the American Red Cross.

The deliveries of pharmaceutical products which the Commission made to the French Red Cross, either directly for the latter, or for forwarding to the Friends' Relief, to the Child Relief Section of the Swiss Red Cross or to other benevolent societies, included, inter alia, 240 kgs. of opiates and more than 7,000,000 units of insulin.

Deliveries in 1943 included, in particular, 4152 kgs. of powdered opium purchased in Turkey, 11,012,000 units of insulin and 145 kgs. of concentrated Vitamin A.

Deliveries in 1944 consisted chiefly of medicaments and pharmaceutical specialities to a value of nearly 120,000 Swiss francs, and of vitamins to the value of nearly 15,000 Swiss francs. Other products included were 5,490,000 units of insulin, also drugs, anaesthetics and narcotics, serums and vaccines, sanitary and surgical bandages to a value of nearly 91,000 Swiss francs, and artificial teeth to a value of over 170,000 Swiss francs.

Furthermore, in 1944, the Joint Commission also sent medical stores to France on behalf of the Child Relief Section of the Swiss Red Cross.

Finally, the Commission drew from the gifts sent to it by the national Red Cross Societies of the United States, Canada and Great Britain pharmaceutical specialities and medicaments, vita-

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1 Cf. Opium, Part I.
mins, etc., together with 2,830,000 units of insulin which had been sent to the French Red Cross.

The first delivery by the American Red Cross, which was forwarded to France in 1942 through the medium of the Joint Commission, represented a value of over 100,000 Swiss francs. It included various medicaments together with 15,000,000 units of insulin.

A further delivery of the American Red Cross, forwarded in 1944, consisted exclusively of 20,000,000 units of insulin.

It will readily be realized that, if fraud is to be prevented, the distribution of pharmaceutical products demands very strict handling, above all in the case of drugs. It is therefore of interest to mention the distribution technique adopted by the French Red Cross for the opium imported from Turkey, a technique which took account of the requirements of the law governing the traffic in drugs. It should be remembered that this very considerable purchase — over 4,000 kgs. of opium — had been very greatly facilitated by the German Red Cross, which intervened, wherever it had representatives on the spot, to secure for the Joint Commission reductions in transport charges in the various countries traversed.

A report of the French Red Cross shows that it entered into agreement with the delegate of the I.R.C.C., the distributor of the pharmaceutical products and the Chemists' Organisation Committee in France, to secure that the opium should be stored in warehouses which afforded protection against theft, air raids or requisitioning.

The same reports adds that these warehouses handed over the opium solely in fixed monthly quantities, and that the opium was distributed only to the wholesalers indicated by the distributor of pharmaceutical products in France. Wholesalers were supervised both by the French Red Cross and by the delegate of the I.R.C.C. It was therefore possible strictly to observe the provisions of French legislation concerning toxic products and drugs.

The distribution in France of the insulin imported through the medium of the Joint Commission was also subject to a severe and well organised control. This distribution was carried out on lines parallel to those adopted for the distribution of insulin which France received from elsewhere.
### Weight and Value of Goods despatched by the Joint Commission to FRANCE

<table>
<thead>
<tr>
<th>Year</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
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<td>323,779.15</td>
<td>168,384</td>
<td>384,378.65</td>
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<tr>
<td></td>
<td>4,884</td>
<td>60,599.50</td>
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<tr>
<td>1942</td>
<td>2,056,200</td>
<td>4,197,012.90</td>
<td>2,070,980</td>
<td>4,630,866.95</td>
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<tr>
<td></td>
<td>14,780</td>
<td>433,854.95</td>
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<td>1,766,300</td>
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<td>1,775,569</td>
<td>5,109,517.55</td>
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<td></td>
<td>9,269</td>
<td>1,183,426.55</td>
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<td>1944</td>
<td>1,641,500</td>
<td>3,347,963.45</td>
<td>1,669,625</td>
<td>3,901,798.95</td>
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<td></td>
<td>28,125</td>
<td>553,835.95</td>
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<td>1945</td>
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<td>10,221,882.00</td>
<td>7,144,396</td>
<td>10,956,347.15</td>
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<td></td>
<td>67,796</td>
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<tr>
<td>1946</td>
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<td>6,572,444</td>
<td>12,792,460.60</td>
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<tr>
<td></td>
<td>64,444</td>
<td>833,930.25</td>
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</tr>
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</table>

**Grand Totals**: 19,401,398 37,775,369.25
Transport\textsuperscript{1}.

As has been seen, the question of the payment of transport charges for relief goods destined for or crossing France had been settled by a decision of the French Authorities which put the expenses down to the Comité de la Reconnaissance française.

The despatch of goods went on in fairly normal fashion throughout the Occupation. According to instructions received, deliveries were addressed to the delegate of the German Red Cross in France, who then passed them on to their destinations.

After the Liberation, the Comité de la Reconnaissance française was dissolved, and the Joint Commission undertook negotiations with the French authorities in order to settle the question of transport. At this time, the French Red Cross was chosen to take the part hitherto taken by the Comité de la Reconnaissance française. These negotiations took some time and, as a result, the dispatch of relief was sometimes retarded.

The landing in Normandy, and the advance of the Allied troops in the Rhone Valley, resulted in an interruption of railway communications with France for some weeks. Reference has already been made to the measures taken by the Joint Commission to ensure the transport of urgent relief. Traffic conditions gradually improved.

Contacts established in Paris with S.H.A.E.F. (Supreme Headquarters Allied European Forces) greatly facilitated the work of the Joint Commission until such time as the situation became practically normal.

\textsuperscript{1} Cf. Chapter VI, Part i.
Greece

The Italian forces attacked Greece on 28 October 1940, and the winter campaign in the mountains involved great hardships.

In April 1941, Greece was invaded from the north by German troops and, in May, the capture of Crete put an end to hostilities on Greek soil.

Greece was occupied for three years until, in October 1944, the military operations of the Allies liberated first Athens and then the whole of the country.

During the occupation, the Greek people suffered extraordinary privations. From the time of the subjugation of the country by the German and Italian forces, Greece was subjected to the Allied blockade. Moreover, requisitioning by the Occupying Authorities deprived the country of considerable quantities of home products. These measures had disastrous consequences for a poor and mountainous country which imported a large proportion of its indispensable foodstuffs.

The winter campaign of 1940 had caused severe losses in men, and the military and civil hospitals were crowded with wounded of all kinds. The battles preceding the occupation had, together with the air raids, severely damaged industrial equipment and, in certain districts, had ravaged the countryside. The railway system, which was in any case embryonic, owing to the mountainous nature of the country, was completely disorganised. Thus, the distribution throughout the country of the few foodstuffs yet remaining was greatly hindered. Furthermore, certain fertile territories had had to be ceded and the result was a proportionate reduction in agricultural production.

Greeks who had been inhabitants of devastated areas, or those who had left the territory ceded to the foreigner, came en masse as refugees into the towns, in particular to Athens and Salonica, where the population increased at the very moment when available resources were well-nigh exhausted.
As early as May 1941, the I.R.C.C. delegate at Athens launched an appeal to Geneva for the despatch of foodstuffs and medicaments for the Greek population, whose position was alarming in view of the total cessation of imports and of the decrease in the national production as the result of the war.

Unfortunately, the apprehensions of the I.R.C.C. delegate were only too well justified by events. During the winter of 1941/42, there was real famine in Greece, both in the capital and in the provinces.

Prices rose at an alarming rate, and the majority of the population could no longer obtain such foodstuffs as could still be bought. The coal shortage prevented any adequate defence against the rigours of winter, since the lack of wood in the country made it impossible to have recourse to this method of heating.

Clothing and footwear disappeared almost completely from the market. There was a similar lack of medicaments and of all kinds of household utensils. The sudden reduction in cattle stocks caused milk to be extremely rare just as undernourishment was beginning to prevent mothers from feeding their children. Mortality increased considerably, and the hospitals, which were short of bed-linen, medical stores and surgical instruments, had to cope with the situation with such means as they possessed.

During this winter it was by no means uncommon to see passers-by collapse in the streets and die on the spot. Children in rags would ransack the dirt-buckets of the hotels where the occupation forces were housed, in search of the scraps for which they fought with the dogs. Mortality among nursing mothers and old people reached heights hitherto unknown in Europe.

 Undertakers could no longer cope with the number of interments necessary, and the relations of the deceased had themselves to transport the bodies to the cemeteries, either by dragging them on little wheelbarrows or by carrying them in their arms. The corpses were thrown into communal ditches, the number of which continued to increase throughout the winter.

The exhausted peasants could no longer cultivate the land. For lack of manure, harvests were seriously deficient, and yet it was the population as a whole which had to be fed. In certain provinces there was an increase in malaria and, throughout the country, the population was riddled with tuberculosis.
Although the winter of 1941/42 was the nadir of Greek distress, the situation remained precarious during the following years. Each year a slight improvement was noticeable in the summer months, when home-produced fruit and vegetables eked out the foodstuffs imported from abroad by relief action. But this transitory improvement was always insufficient for the purpose.

At the end of 1943, the cultivated area of the country was no more than about half that sown before the war. The ill-health of the agricultural population led to a decrease in production, even in those districts where it had hitherto been possible to maintain cultivation. The production of wheat and olive oil was not even 50% of normal. Cattle stocks continued to decrease. Thousands of refugees and wounded, who had no means of subsistence, continued to flow into the towns.

Transport was totally insufficient. Out of 700 sailing vessels, displacing on an average 80 tons each, it was calculated that one quarter had been destroyed or put out of use during the military operations. Two railway lines, the Peloponnesus Railway and the Athens-Salonica Railway, remained open for more or less regular traffic; but the latter could not be used for the transport of goods. The roads were in a shocking condition, and the few lorries available were often immobilised for lack of petrol. Finally, the drought of the summer of 1943 destroyed all hope of a satisfactory harvest.

The Liberation of Greece in 1944 was followed by civil disturbances and battles which yet further devastated the provinces. At this time, the shortage of food was so acute as to recall the tragic months of 1941/42. The privations experienced during the previous three years had yet further reduced the physical resistance capacity of the population, whose general state of health made it necessary to continue relief action.

In 1945, the number of towns and villages destroyed was reckoned at 1700. No fewer than 165,000 houses had been completely destroyed. There were 3600 children in the thirty orphanages which still existed in the country, whereas, according to the census, the number of orphans was 105,000. The real number was nearly 200,000.
Relief Deliveries.

The dispatch of relief to Greece was due to the initiative taken by a member of the I.R.C.C. who, in 1941, approached the Allied Authorities and secured that, as an exceptional measure, the blockade regulations should be relaxed for the benefit of the Greek people.

As regards distribution, all the necessary information is contained in the Report of the Management Committee.

The statement which follows is concerned only with relief despatched to Greece through the medium of the Joint Commission, relief which the donors had instructed it to forward, or which it had purchased with the funds at its disposal.

It was on 14 June 1941 that the Joint Commission was informed of the gravity of the situation in Greece. The telegrams addressed to it were from the I.R.C.C. delegate in Athens and from the Greek Red Cross.

The Greek Red Cross had been informed that the Canadian Red Cross was putting at its disposal a sum of 25,000 dollars for relief for the victims of an earthquake which had recently occurred at Larissa. It suggested that this sum should be used for the purchase of condensed milk and edible cereals. Negotiations were immediately set on foot to secure either the despatch from Canada of the milk products in question or the transfer of the necessary cash to Switzerland. The second solution had to be adopted because of the impossibility of obtaining "Navicerts" for the transport of the goods.

At the same time, the Joint Commission asked the Swedish and American Red Cross Societies if it was possible to send milk and medicals to Greece. The Swedish Red Cross sent five tons of milk and various medical stores, while the American Red Cross, on behalf of the Greek War Relief Association, sent a sum of 25,000 Swiss francs, which did not reach Switzerland until August 1941.

In July of the same year, the Joint Commission approached the Greek Cabinet in Cairo and the President of the Greek Community in Alexandria, and informed them of the possibilities of despatching urgent necessary relief to Greece.

In point of fact, while the I.R.C.C. took upon itself to look for such goods as could be procured outside Europe, the Joint Commission's work was to look for goods and medical stores inside
Europe and to purchase them with such funds as might be entrusted to it for this purpose. In view of the gravity of the situation and of the large numbers in need of relief, it was necessary to find very large sums of money, since only thus could the Commission take effective action.

It was possible to make the earliest despatches of foodstuffs in November 1941, thanks to gifts from the Office of the Apostolic Nuncio in Switzerland. At the beginning of 1942, the Swiss Red Cross decided to set up children's canteens, first in Athens and then in other Greek towns; it also sent to the spot a medical mission for the relief of the population in general. From this time on, the Joint Commission was entrusted with the duty of forwarding the goods destined for these canteens and for the medical mission, and it made important purchases of foodstuffs and medicaments on behalf of the Swiss Red Cross. In addition, various philanthropic associations in Switzerland made funds or goods available for Greek relief work.

Nevertheless, all these gifts together were not enough to allow of action being taken on an adequate scale, and the Joint Commission continued its negotiations for contacting donors abroad.

The delegate of the Greek Red Cross in Switzerland seconded the Commission's efforts and was able to hand over large sums coming either from the Greek Government itself or from Greek colonies in foreign countries.

Most of these gifts were made in dollars or in sterling, and many difficulties arose at the time of their conversion into Swiss francs. These delays often prevented the rapid execution of plans which had been drawn up at a time when export from Switzerland had been authorised. Such a change in the situation often rendered these operations impossible, and so the original plan had to be reorganised in the light of existing possibilities.

Although the Joint Commission was generally able to find in Switzerland the goods for which it was in the market on behalf of donors, it had on more than one occasion to have recourse to foreign markets. Thus it bought in Rumania and in Hungary the peas and cereals which it could not find in Switzerland. Such purchases, however, were exceptional.

By the courtesy of the Swiss authorities, the Commission was able, on behalf of donors interested in Greece, to acquire a consider-
able quantity of cloth which was used for the manufacture of 8000 articles of clothing for adults, and also for a certain number of undergarments. It was also able to buy and export from Switzerland several thousand pairs of footwear which were urgently needed in Greece.

Apart from the American, Swedish and Swiss Red Cross Societies, other national Red Cross Societies made gifts to the Greek people. Deliveries were also made on behalf of French and Belgian colonies and of students of the University of Athens.

The Argentine Red Cross sent a ton of meat biscuits. The Canadian Red Cross Youth offered 5000 dollars for the purchase of condensed milk and clothing which was put at the disposal of the Greek Red Cross Youth. Part of a sum of £5000 which the Irish Red Cross sent to the Joint Commission was devoted to purchases for Greece.

Generally speaking, the major portion of the Commission's deliveries consisted of condensed milk, powdered milk and cereals, the distribution of which was easy in the public kitchens and school canteens in which, for many years, a large proportion of the Greek people fed. The distribution of these foodstuffs was supervised by the delegates of the I.R.C.C. in Greece, who sent the Commission receipts against delivery and reports on the utilisation of the goods.

The gravity and persistence of the food situation showed that the situation of Greece was really unusually tragic, and certain requests from Greece for relief were of an exceptional nature. Thus, in 1944, the Joint Commission went into the market for barrels, since the complete shortage of barrels in Greece threatened completely to paralyse the olive-oil harvest, which is so important a part of the Greek national economy. Had it been possible to comply with the request thus forwarded to the Commission, there can be little doubt that the food situation of the Greeks, who were suffering above all from a shortage of fats, would have been appreciably improved.

In the same way, the Joint Commission took steps for the manufacture and despatch to Athens of spare parts for the mills which were working on behalf of the Management Committee to transform into flour the wheat received from Canada. It was not unreasonable to consider this despatch as a relief despatch properly
so called, since it would have been absurd to bring cereals from abroad which could not be transformed into flour on the spot.

The activities of the Joint Commission on behalf of Greece eased up slightly in 1945, in which year U.N.R.R.A. was working there. They ceased almost entirely at the beginning of 1946, since no further funds were forthcoming from donors, and the attention of the great relief organisations was concentrated on countries where the crisis was particularly serious.

The Joint Commission was also entrusted by the Don suisse with the transport to Greece of the necessary material for a children’s colony.

Pharmaceutical Products.

The first delivery made by the Joint Commission to Greece was one of pharmaceutical products. This was a gift of the Swiss pharmaceutical industry, which the Joint Commission sent in August 1941 to the I.R.C.C. delegate in Athens.

It has already been stated that the food shortage had led to an increase in disease, while the shortage of medicaments became more and more apparent. In October 1941, in answer to a request from the Greek Red Cross, the Joint Commission despatched more than 800 kgs. of medicaments, pharmaceutical specialities and vaccines.

At the beginning of 1942, the American Red Cross presented the Joint Commission with 53,000 Swiss francs, and this sum too was devoted to the purchase of medicaments and vitamins.

Deliveries were spaced out until November 1942. They included mainly vitamins and pharmaceutical specialities. They were addressed to the I.R.C.C. delegation, for transmission to the Greek Red Cross, and later to the Swiss Red Cross. There was also a special delivery of material for the treatment of malaria, which left Geneva in October 1942.

The Joint Commission also took advantage of the departure of an I.R.C.C. delegate for Salonica to entrust to him a certain quantity of “Neocid” and disinfectants. Towards the end of the same year may be noted also a delivery of 22 tons of cod-liver oil, the purchase of which was undertaken through the medium of the German Red Cross, and which was sent to Greece on behalf of the Child Relief Section of the Swiss Red Cross.
On more than one occasion, reports received drew the Commission's attention to the danger of epidemics. This was particularly the case at the end of 1943 when a serious sanitary situation was reported in Macedonia. Diseases the spread of which was to be feared were malaria, abdominal typhus and dysentery. Deliveries of vaccines and serums, together with "Neocid", allowed the sanitary service to combat this scourge with a certain measure of success.

The South African Red Cross, which was engaged in despatching, via Cairo, considerable quantities of relief for the Joint Commission to distribute in Europe, accepted the Commission's proposal and allotted considerable quantities of medicaments to Greece.

The Swiss pharmaceutical industry also gave large gifts on several occasions, particularly of specialities which were completely lacking in Greece.

In October 1942, the Head of the Swiss Red Cross Mission to Greece was entrusted by the Swedish-Swiss Management Committee and by the I.R.C.C. with the work of organising a medicaments service. This service dealt with the reception, warehousing and distribution of medicaments which it received either from Switzerland or from other countries.\(^1\)

**Transport.**

Transport from Switzerland to Greece was at first carried out by rail and was facilitated by the German Red Cross.

During the first year, use was made of the railway through Belgrade, where the I.R.C.C. delegate dealt with the forwarding of the relief. In 1943 the railways could not put at the Commission's disposal more than two wagons every four days. The Joint Commission therefore asked the Swedish Government for permission to load its relief goods on the S.S. "Hallaren" which did a shuffle service between Venice and the Piræus. This request having been kindly granted, it became possible to transport several hundreds of tons of foodstuffs and medicaments to Greece.

---

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<tr>
<th>Year</th>
<th>Foodstuffs and Clothing</th>
<th>Pharmaceutical Prod.</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
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<td>112,059.05</td>
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<td>136,906</td>
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<td>902,000</td>
<td>27,880</td>
<td>929,880</td>
<td>1,082,976.80</td>
<td>929,880</td>
<td>1,486,681.80</td>
</tr>
<tr>
<td></td>
<td>Grand Totals</td>
<td></td>
<td>3,741,603</td>
<td>10,841,926.21</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Towards the end of 1944, the complete breakdown of transport in South-eastern Europe blocked all deliveries to Greece for the time being. Indeed, several wagons were actually stopped *en route* and returned to Switzerland.

On the whole, however, despite occasional difficulties, transport to Greece was carried out on normal lines. All goods were addressed to the I.R.C.C. delegation, which forwarded them to the beneficiary organisations. Insurance policies concluded in Switzerland covered any losses on the road, on sight of the necessary documents drawn up at the request of the I.R.C.C. delegation. Such losses, however, were inconsiderable, and the reimbursements made by the insurance companies allowed of the despatch of fresh consignments, all of which arrived safely.
YUGOSLAVIA

It was in April 1941 that Yugoslavia was invaded by the German Army, which bombarded and captured the city of Belgrade. For three years the entire country was occupied, partly by Italian troops, and was not liberated until October 1944.

The fighting which preceded the occupation of the country destroyed much of the industrial plant and many of the houses, ruining the transport system completely. But the battles which the Yugoslav partisans ceaselessly waged against the occupying forces over several years devastated the mountainous and agricultural areas, particularly in the southern part of the country.

Under normal conditions, Yugoslavia was dependent on foreign countries from which she imported part of her food supplies, pharmaceutical products and certain manufactured articles. The most fertile agricultural areas supplied the rest of the country with a certain amount of foodstuffs, while the exports from Yugoslavia consisted mainly of agricultural produce and wood.

Contact with foreign countries ceased almost entirely from the beginning of the Occupation, and Yugoslavia very soon began to feel the effects of the food scarcity, which the disorganised state of the transport system rendered even more acute, and which hampered the rational distribution of whatever food was available.

All areas were not equally affected by the famine. Generally speaking, there was a lack of workers in the countryside due to the absence of many as prisoners-of-war, to war losses and to the enlistment of the peasants in the partisan army. Requisitioning by the occupying armies, the decrease in the number of cattle and draught animals, and the wearing out or disappearance of agricultural machinery caused a further decrease in production.

The towns were naturally more heavily hit than the countryside by the scarcity of food.

Hundred of thousands of people had abandoned their homes, their cattle and their scanty harvests, and had fled from the battle
zone, while fighting still existed in the mountainous districts. Cattle had disappeared entirely from many districts, seeds had been used up and farms deserted.

Furthermore, as fast as the refugees—there were still about 200,000 in the summer of 1944—pressed toward the productive areas, the resources of the local inhabitants decreased.

The population of Zagreb, for instance, had almost doubled since 1941, and was nearing 500,000.

Though Slovenia seemed to have suffered less, she had not altogether escaped the famine which had fallen upon the entire country.

As to Bosnia, Herzegovina and Montenegro, military operations had caused a heavy diminution in agricultural production, and the disappearance of most of the cattle. At the same time, the fighting front had cut off Montenegro from the other provinces of Yugoslavia, while events in Italy made communication with that country impossible. All business with foreign countries was consequently at a standstill.

It was not difficult to foresee the effect of such a situation on the food supply of the population, as well as on the supply of pharmaceutical products. Famine soon spread. It had become impossible to replace worn-out clothing and shoes. Medical attention was reduced to a bare minimum owing to the lack of medicaments and sanitary equipment. The result was an alarming spread of tuberculosis.

Moreover, certain towns, such as Belgrade, Split and Nič, were heavily hit by bombardments.

The sick, children and expectant mothers were in a particularly sorry plight from the very outset, for continuous battles had reduced the number of cattle and caused a scarcity of milk and milk products. The enormous number of refugees arriving in rags and completely devoid of all resources was a problem which the authorities were quite powerless to solve.

From the moment of the Liberation, the efforts of the authorities were concentrated in the first place on bringing all arable land under cultivation, and on housing several tens of thousands of orphaned or abandoned children in homes. Aid from abroad was necessary, and continued to be necessary until the end of the Joint Commission's work.
Relief Deliveries.

In the summer of 1941, it was obvious that Yugoslavia's situation was critical. The first appeals reaching the Joint Commission mentioned the urgent need of medicaments, and a consignment was sent off at the beginning of October of that year, thanks to a donation from the American Red Cross. It was decided, when despatching this consignment, that a liaison officer of the I.R.C.C. established at Belgrade should check the distribution.

Until the liberation of Yugoslavia, gifts intended for that country had to be allocated mainly between the three new districts which had been created, *i.e.*, Serbia, Croatia and Slovenia, in each of which there was a Red Cross Society. Consignments to Croatia and Serbia were fairly large, but Slovenia received very little, the greater part of its territory having been annexed to the Kingdom of Italy.

In November 1941, the Red Cross Society of Montenegro and the Serbian Red Cross sent an appeal to the I.R.C.C. describing the difficult situation with which their countries had to cope and asking for aid. In December of that year, the Croatian Red Cross sent a similar appeal.

The Joint Commission had no funds available, but strove to draw the attention of probable donors to the urgency of the case. The American Red Cross was advised of the position, and contacts were made with the Yugoslav Red Cross representative in Switzerland.

When funds were made available, the Joint Commission was faced with another difficulty. Milk products which donors wished to send could not at that time be exported from Switzerland. The Commission's further negotiations, however, resulted in an export permit being granted for 1000 cases of condensed milk, and these were divided, in March 1942, between the clinics and hospitals of the city of Belgrade.

Meanwhile, the I.R.C.C. representative at Belgrade had announced that the enormous number of refugees was a heavy burden on the Serbian Red Cross.

In the Spring of 1942, moreover, there was an abnormal decrease in the food stocks. In addition to the military operations of the previous summer, the inclement weather had ruined the harvest.
It was not possible at that time to export textiles or footwear from Switzerland. The quantities which could be sent later on were insignificant, production in Switzerland being hampered by lack of raw material.

It was at this time that the Swiss Red Cross decided to set up at Zagreb, under the control of an I.R.C.C. delegate in Croatia, a food depot to the value of Sw. frs. 500,000. Despatch started in October 1943, and the consignments consisted of milk products, tinned meats and grape sugar. Two thousand layettes were also included.

Rather than have recourse to occasional distributions of food, the Swiss Red Cross gave certain groups of children, selected after medical examination, the choice between taking, on 100 or 120 consecutive days, either one meal daily or three meals a week in those canteens which received supplies from them. In Croatia, distributions during 1943 reached more than 5000 children, and about the equivalent number in 1944. More than 22 distribution centres had been opened, to which fourteen establishments or hospitals were attached.

The school canteens in Belgrade were also supplied by means of goods from Turkey, purchased there by the donors, which the Joint Commission had undertaken to convey to their destination. The consignments filled 74 wagons with foodstuffs consisting of dried raisins, figs, olives and nuts, as well as large quantities of fish and dried boar meat. Over 1100 tons of supplies were thus forwarded to Belgrade and enabled school canteens to be supplied, the donors having indicated that they wished their gifts to be distributed in the first place to children. Nevertheless, a certain number of destitute adults, estimated at 88,000, received relief in the form of food over more or less lengthy periods.

The allocation of these food supplies was not confined to Belgrade, but was extended to several provincial towns. Generally speaking, all consignments from Switzerland and threequarters of those from Turkey were earmarked for child relief.

The Brazilian Red Cross and the International Child Welfare Union also sent some cases of clothing to Yugoslavia through the medium of the Joint Commission.

Undernourishment as well as the war had brought about a deterioration in the health of the people of Yugoslavia. The
arrival of a vast number of refugees also caused apprehension of epidemics and, in 1944, the Joint Commission received many requests for pharmaceutical products, serums, vaccines and dressings. The first consignment of pharmaceutical products was a gift from the American Red Cross; the Swiss Red Cross assigned an important place, within the limit of the credits set aside for Yugoslavia, to pharmaceutical products, whilst Swiss pharmaceutical manufacturers handed over gifts to the Joint Commission. Besides specialities, consignments included also cod-liver oil, vitamins, drugs, anaesthetics and soap, the need for which was particularly felt. The Joint Commission also forwarded a consignment from the British Red Cross consisting of various medicaments, insulin and sanitary articles. This consignment weighed seven tons. Towards the end of 1942, a further donation of 5000 dollars arrived from the American Red Cross, making it possible to send 3400 kgs. of medicaments, vitamins, vaccines, anaesthetics and drugs. These consignments were divided between Serbia, Croatia and Slovenia.

Towards the end of 1944, the Joint Commission was alarmed by the news of an outbreak of exanthematic typhus, and forwarded to the Yugoslav authorities several consignments of vaccines. In addition, the I.R.C.C. requested Professor Mooser of Zurich to undertake a mission for the purpose of verifying the news, and to take all necessary precautions on the spot to combat the epidemic.

Whilst recognising that there was an epidemic, Professor Mooser stated that there was need of large quantities of Neocid, on the use of which he had given many lectures to the doctors during his visit to Belgrade. He had also directed the laboratory work in person.

Following the report from Professor Mooser, the *Don suisse* decided to send several tons of Neocid to liberated Yugoslavia.

During 1944, the I.R.C.C. delegation in Cairo informed the Joint Commission that the Egyptian Government had been good enough to make a donation of £20,000 for the relief of the Moslems of Bosnia and Herzegovina. In addition to this donation, there was a gift of £5,000 from the Egyptian Red Crescent for the same purpose. These gifts were the result of an appeal which the Commission had made in various countries because of the alarm-
ing situation in the provinces which had been brought to its notice.

It was originally intended that these funds should be used to purchase goods available in Switzerland, but the negotiations broke down. Other possibilities were considered, and the donors suggested purchasing raw cotton in Egypt and sending it to Yugoslavia to be woven. Using the funds in this way was, moreover, in conformity with the wishes of the Yugoslav Red Cross.

The Joint Commission consulted various experts in Switzerland and Egypt as to the quality of cotton best suited to the purpose, and requested the I.R.C.C. delegation in Yugoslavia to consider the possibility of checking both the reception of the raw product and the manufacture of the material.

The Yugoslav Red Cross stated that the cloth woven with the Egyptian cotton was intended for provinces where the majority of the inhabitants were Moslems.

These steps took some time, and it was not until 1946 that the weaving of the cloth could be started. On their side, the Egyptian Government were in direct touch with the Yugoslav Red Cross and could satisfy themselves of the rational use of the donations.

Within the general framework of its relief work for Yugoslavia, the Joint Commission also intervened to facilitate the transport of about a hundred tons of Turkish waste cotton, in exchange for window glass from Serbia. This transaction had been initiated by the Yugoslav Red Cross in Belgrade, which had obtained the necessary permits from the Yugoslav and the Occupation Authorities. The cotton obtained was to be delivered to a factory in Belgrade which would then make it up into textiles, of which there was great need. The I.R.C.C. delegation at Ankara kept the Joint Commission regularly informed of the position, and the Commission itself supplied the I.R.C.C. delegate in Belgrade with the information received, so that the Yugoslav Red Cross could be advised. In March 1944, all the glass had been delivered, and at the beginning of May that year the first wagon-loads of cotton left Turkey.

The liberation of Yugoslavia confirmed suspicions and revealed the gravity of the situation, of which the Yugoslav Red Cross and Government had already given details. The Joint Commis-
sion was then able to utilise the donations sent by the South African Red Cross (See Chapter X, Part I).

At the beginning of 1945, the Joint Commission was able to use gifts from the British Red Cross for aid to Yugoslavia, comprising medicaments, as well as a certain quantity of Neocid made available by the Don suisse. Clothing and footwear were also included in these consignments. It was also at the end of the first quarter of 1945 that it was possible to begin sending the Irish Gift goods, details of which will be found in Chapter X.

The Irish Red Cross entrusted the Joint Commission with the transport of medicaments, textiles and condensed milk to Yugoslavia. A gift from the International Child Welfare Union, consisting of 14 tons of figs, was loaded on the first set-train leaving Switzerland at the beginning of 1946, and was despatched to Belgrade under I.R.C.C. convoy.

In many instances the Don suisse made available credits for Yugoslavia and, in May 1945, a veterinary epidemiological mission left for that country to set up a bacterio-serological institute at Semlin near Belgrade, and to vaccinate cattle threatened with epizootic diseases.

An orthopaedic mission equipped a workshop in Yugoslavia for the manufacture of artificial limbs for the war-disabled, and a team of Swiss technicians opened a repair shop for agricultural machinery at Sarajevo in Bosnia. The Don suisse also opened a polyclinic at Prijedor in Bosnia, which it fitted up with material brought from Switzerland, and also opened a hospital at Banja-Luka. Consignments of food for all these missions, together with parcels of textiles and footwear, completed the Don suisse aid to Yugoslavia.

The Don suisse also made available to the Swiss Health Centre in Yugoslavia considerable quantities of pharmaceutical products which were forwarded towards the end of 1945.

Finally, the Joint Commission earmarked for Yugoslavia part of the proceeds of collections, and books and toys were added to these consignments.

Transport.

Up to the end of the Occupation, the Joint Commission’s consignments to Yugoslavia were addressed to the I.R.C.C. delegation
either at Belgrade or Zagreb and, thanks to the intervention of
the German Red Cross, were exempt from transport charges until
they reached their destination.

At the end of 1943, the I.R.C.C. delegate at Belgrade advised
that the Agram-Belgrade line, which had been used up to that
time, was overloaded with traffic, and recommended that a study
should be made of the possibility of sending the wagons via Budapest-Ujvidek-Novisal. This was the route taken thereafter by
goods destined for Yugoslavia, as well as by those going overland
to Greece.

The liberation of Yugoslavia coincided with an almost com-
plete stoppage of rail transport from Switzerland to the east, and
the Joint Commission was forced to select another route. It
then sent supplies via Marseilles, thence by sea to Bari where they
were unloaded to await sea transport to Yugoslavia. As soon as
the situation became normal again, and insofar as it was possible
to secure wagons, the railway was utilised in transit through Italy
as far as Trieste, leaving there for Ljubljana; later relief stores
were forwarded via Austria. The scarcity of rolling-stock slowed
down the rate of arrivals for some months, and hampered the
despach of relief.

At Ljubljana, the supplies were discharged and placed in a
Serbian Red Cross depôt where they were divided up according
to their final destination by the Serbian Red Cross, which itself
also dealt with their despatch.

The transit through Italy of supplies for Yugoslavia once again
raised the question of exemption from transport charges. Steps
had to be taken with the Italian Government, while the I.R.C.C.
delegate at Belgrade took steps to get the Yugoslav railways to
grant exemption for goods intended for Bulgaria. These nego-
tiations were successful.

To ensure the safety of its transports, the Joint Commission
made up set-trains loaded with gifts for the Yugoslav people.

Notwithstanding transport difficulties and the delays occasioned
by the unloading and reloading of goods in the ports, the relief
reached its destination regularly and without abnormal loss in
transit.
Weight and Value of Goods despatched by the Joint Commission to

YUGOSLAVIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value</th>
</tr>
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<tr>
<td>1941</td>
<td>Foodstuffs and Clothing</td>
<td>—</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
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<td>Pharmaceutical Prod. .</td>
<td>1,471</td>
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<td>1,471</td>
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<td>Pharmaceutical Prod. .</td>
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<td>1943</td>
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<tr>
<td></td>
<td>Pharmaceutical Prod. .</td>
<td>70,000</td>
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<td>Foodstuffs and Clothing</td>
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<td></td>
<td>Grand Totals .</td>
<td>4,207,079</td>
<td>20,198,727.60</td>
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</tr>
</tbody>
</table>
Missions.

The presence in Yugoslavia of agents and delegates of the I.R.C.C. entrusted with the control, reception and allocation of relief, made it unnecessary for the Joint Commission to send its representatives to that country. It may be pointed out, however, that, thanks to the intervention of one of these representatives in Istanbul, deliveries of food from Turkey to Yugoslavia went forward with more expedition. A collaborator of the Commission convoying a consignment of relief to Yugoslavia and Bulgaria was, as an exception, enabled to visit Belgrade in the Spring of 1946.
Finland experienced war twice during the period of hostilities in Europe between 1939 and 1945.

The first occasion was that of the war with Russia from November 1939 to March 1940. The destruction caused by the war and the consequent distress had more serious effects on the country than the reduction in the national production caused by frontier rectifications.

Thousands of refugees, orphans and wounded persons had to be reabsorbed into the national economy at a time when Finland was impoverished by its war efforts. The particularly high number of war orphans led to the creation, in various countries, of committees which despatched relief in kind and in cash.

On 22 July 1941, Germany attacked Russia and Finland went to war again with Russia. The subsequent military operations extended over several years and the damage caused throughout the country swelled the losses suffered during the winter of 1939-40.

At the end of the war, the situation in Finland was serious. All imports had been appreciably cut down during the war. Refugees from the provinces ceded to Russia had to be housed. They numbered several hundreds of thousands. The country itself, particularly the Northern Provinces, such as Lapland, had been devastated. Lapland had been evacuated during the hostilities, and 150 000 Finns returned to their villages without clothes, medical stores, equipment or tools.

Food rations were meagre. The disappearance of cattle stocks had led to a great dearth of milk products which particularly affected children. Textiles and footwear were difficult to obtain. Furthermore, since an immense effort had been made to increase the export of wood and cellulose, which were Finland’s only currency in the matter of foreign trade, there was a great lack of wood for heating.
Relief Deliveries.

The geographical situation of Finland made it difficult to despatch mass relief from Switzerland. On the other hand, Sweden had undertaken relief action for Finland on a large scale spread over several years.

For this reason, the Joint Commission endeavoured to despatch to Finland such goods as could not be sent from elsewhere. Unfortunately, lack of funds prevented the Commission from replying to the extent which it would have wished to the demands made upon it.

In March 1942, the delegate of the International Child Relief Union, who had visited Finland, supplied a detailed report on the situation of the country and drew attention to its most urgent requirements.

The Swiss Red Cross supplied Sw. frs. 15 000 for the purchase of 6000 containers of anti-diphtheria serum. For this purpose, the Commission approached various Swiss manufacturers of pharmaceutical products and informed them of those medicaments which were most seriously needed in Finland. Seven of these firms replied by offering gifts of certain special drugs which were sent conjointly with the serum from the Swiss Red Cross.

These goods were despatched between 23 July and 19 December 1942, together with a hundred kgs. of sulphate of quinine which the Commission had been able to obtain free of charge from a Swiss pharmaceutical products factory.

In May 1942, the Finnish Red Cross asked the Joint Commission to obtain for it four hundred kgs. of quinine and twenty kgs. of codeine. Despite its best endeavours, the Commission was unable to find the quinine, which at that time was very scarce on the European market. On the other hand, it transmitted to Finland an offer of "Prochinin" from a firm in Mannheim. Finally, in November 1942, the Finnish Red Cross informed the Commission that it would withdraw its request for quinine, since the need was no longer so urgent.

It was possible to supply the 20 kgs. of codeine, which were despatched from Switzerland at the end of the year.

The anti-diphtheria serum despatched in July had been bought out of a credit of Sw. frs. 100 000 from the Swiss Red Cross. The
remainder of this sum was used for the purchase of vitamin products, cereal foods and medical stores.

In the Autumn of 1942, a further gift of Sw. frs. 100 000 was made by the Swiss Red Cross, and was used for the despatch of similar products in 1943.

In June 1942, thanks to funds supplied by the Finnish Children’s Relief Committee at Stockholm, five tons of powdered milk were despatched to Helsinki.

In 1943, the Joint Commission received funds which allowed it to purchase 17 tons of powdered milk and more than a ton of medical stores.

On 9 October 1943, the Finnish Red Cross forwarded to the I.R.C.C. a letter from the Ministry of Communications and Public Works at Helsinki, setting out the difficult situation of those refugees who had previously inhabited North Carelia, in the neighbourhood of Leningrad.

These were people who had suffered heavily during the battles in this sector of the front in the Autumn of 1941. In the Spring of 1943, they had established themselves in Finland with the consent of the German authorities. There were 30 000 of them, including 13 000 children, and they were entirely without clothes, medical stores or tonics.

Unfortunately, it was impossible, owing to lack of funds, to organise any relief action for them.

The Don suisse took a hand in Finnish relief towards the end of 1945. Deliveries were made, in December 1945 and in May 1946, of medical stores, footwear and clothing. Sanitary equipment, together with ten ambulances, were sent to Helsinki, where a delegate of the Don suisse dealt with questions of distribution in collaboration with the Finnish organisations concerned.

In July 1946, 44 tons of textiles and 91 tons of foodstuffs, including condensed milk, sugar, semolina, tinned meat and fats, were despatched to Helsinki.

There were many families in Carelia in urgent need of relief, and in this district the Don suisse organised the distribution of meals to children. These distributions lasted for five months and affected 12 000 children. In the last half of 1946, more than 200 tons of various goods were transported from Switzerland to Finland.
### Weight and Value of Goods despatched by the Joint Commission to Finland

<table>
<thead>
<tr>
<th>Year</th>
<th>Foodstuffs and Clothing</th>
<th>Pharmaceutical Prod.</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1941</td>
<td>15,000</td>
<td>12,750.---</td>
<td>15,000</td>
<td>12,750.---</td>
</tr>
<tr>
<td>1942</td>
<td>39,000</td>
<td>99,147.---</td>
<td>40,250</td>
<td>140,064.---</td>
</tr>
<tr>
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<td>80,900.---</td>
<td>19,031</td>
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<tr>
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<td>2,800</td>
<td>32,800.---</td>
</tr>
<tr>
<td>1945</td>
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<td>639,862.---</td>
</tr>
<tr>
<td>1946</td>
<td>398,000</td>
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<td>1,607,319.95</td>
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<tr>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Grand Totals</strong></td>
<td></td>
<td><strong>647,443</strong></td>
<td><strong>2,567,494.40</strong></td>
</tr>
</tbody>
</table>
**Transport.**

By courtesy of the German Red Cross, deliveries for Finland were allowed to cross Germany free of charge from Basle to Stettin. From Stettin the goods were loaded on Finnish boats for Helsinki.

The development of military operations from the middle of 1943 onwards interrupted all railway communications with the Baltic ports and with Finland. Communications were not reopened until 1946, and the earlier deliveries of the Don suisse had to go by lorry to Copenhagen.

These difficulties hindered the relief work quite as much as the lack of funds. It will be seen that it was difficult to find donors, when such donors had to be told that the delivery of their gifts was indefinitely postponed.

**Missions.**

The Joint Commission did not have to organise any mission to Finland.
At the beginning of 1940, German troops simultaneously invaded Denmark and Norway and at once took possession of the four most important Norwegian ports, namely, Oslo, Bergen, Trondheim and Narvik.

At first, the resistance of the Norwegians was based on the presence of Allied units which had disembarked at Namsos, at Andalsnes near Trondheim, and at Narvik. A fortnight later, however, the fighting ceased and the Allied troops were re-embarked.

The occupation of Norway did not come to end until 1945, when the German troops capitulated.

The disembarkation of the German troops, which had been opposed by the Norwegians, and the battles on Norwegian soil between the Allies and the Germans had caused great damage. The towns of Kristiansund, Molde and Aalesund had been subjected to air raids. At Kristiansund, 8000 of the 13 000 inhabitants were homeless. At Narvik half the population was homeless.

Almost all available stocks of goods were absorbed by requisitions, while the cost of maintaining the occupying troops was a heavy burden on the Norwegian people.

Resistance to the invader was organised in various districts. Sabotage and the destruction of lines of communication were the most frequent forms of resistance. Such measures, however, could not prevent the requisitioning of fishing vessels or the transport to Germany of industrial machinery.

Little by little, meat, fats and sugar disappeared from the market, and the staple diet of the Norwegians consisted of potatoes and beetroot. In view of climatic conditions, the scarcity of textiles and footwear was seriously felt. As the years went on, the general health of the population deteriorated. In particular, children, old persons and invalids suffered from the privations imposed upon them.

Distributions of meat and fish were extremely rare. Butter and margarine were unprocurable. Premises could not be heated
for lack of coal, and the lack of hot water was prejudicial to hygiene. There was a shortage of soap.

Restrictions of all kinds continued and increased until the end of the Occupation. The damage caused in 1944 in the Finmark still further increased the number of the destitute. Towns which had been forcibly evacuated, such as Sör-Varanger, Kirkens and Vadsø, were completely destroyed before the retreat.

As early as 1942, despite the assistance provided by Sweden, Norway was suffering from an increasing dearth of medicaments, foodstuffs and clothing. The organisation of school canteens, thanks to the efforts of the Norwegian Red Cross and of various official institutions, satisfied a general need. The difficulty was to supply these canteens, and it was not until after the Liberation that it was possible to dispense with the assistance of donors.

Relief Deliveries.

The first preoccupation of the Joint Commission was with deliveries of medicaments, the lack of which might have serious consequences.

In the preparation of these deliveries, the Commission had to obtain detailed information as to the quantity and nature of the products required. The Commission first drew up a list of Norways’ requirements on the basis of estimates, and took steps to find donors able and willing to finance the relief action contemplated.

On 13 September 1942, the Commission received a letter from the President of the Norwegian Red Cross enclosing a list of medicaments the need for which was urgent, but giving no indication of the quantities required.

On the following day, the delegate in Switzerland of the Norwegian Red Cross visited the Joint Commission and, when informed of the requests from Oslo, stated that he would do his utmost to procure the funds necessary to meet the requests.

The list of requirements in medicaments was transmitted to the American Red Cross through the medium of its representative in Geneva.

At the end of 1942, however, the delegate of the Norwegian Red Cross informed the Joint Commission that the funds at the disposal of the Norwegians were devoted entirely to purchases
outside the blockade, and that he had no funds available for purchases in Switzerland.

In the meantime, the American Red Cross had informed the Joint Commission that it was intending to send to Norway, via Sweden, pharmaceutical products the distribution of which it hoped would be supervised by the Swedish Red Cross. The Swedish Red Cross had agreed to carry out this distribution and to report on it to the I.R.C.C.

At the beginning of 1943, funds were placed at the disposal of the Joint Commission which allowed of the purchase of 3700 cases of condensed milk, and of 25,000 tins of preserved meat. The donors had expressed the wish that a Swedish committee should be entrusted with the distribution of these goods, but when the German Red Cross was consulted, it expressed its agreement that the work should be done by the Norwegian Red Cross.

Furthermore, a Swiss pharmaceutical products firm offered a gift of medicaments to the value of about Sw. frs. 25,000.

In April 1943, the Norwegian Red Cross once more approached the Joint Commission and stressed Norway's urgent need for medicaments.

The gift of Sw. frs. 25,000 referred to above was utilised for purchases in accordance with the requirements to which attention had been drawn. The Norwegian Red Cross was advised of this delivery and, at the same time, the Joint Commission let it be known that negotiations were continuing for the delivery of condensed milk and tinned meat.

In June 1943, the Joint Commission sent 47 cases of meat biscuit to Norway, which arrived at Oslo in July. The delivery of the medicaments took place at the beginning of August. A delegate of the I.R.C.C. was present at the arrival of these goods, and approved the distribution plan submitted to him by the Norwegian Red Cross.

The representatives of various Norwegian Relief Associations bought several hundred tons of oranges in Spain and entrusted the transport of them to the Joint Commission. The fruit was distributed in the schools.

At the beginning of 1944, a Swiss firm made a further gift to Norway of Sw. Fr. 15,000, which were earmarked for the purchase of medicaments.
Weight and Value of Goods despatched by the Joint Commission to NORWAY

<table>
<thead>
<tr>
<th>Year</th>
<th>Tons</th>
<th>Swiss francs</th>
<th>Total Weight in tons</th>
<th>Total Value Swiss francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1943</td>
<td>Foodstuffs and Clothing 108,700</td>
<td>255,541.—</td>
<td>110,722</td>
<td>287,986.05</td>
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<tr>
<td></td>
<td>Pharmaceutical Prod. 2,022</td>
<td>32,445.05</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1944</td>
<td>Foodstuffs and Clothing 265,500</td>
<td>686,644.—</td>
<td>267,162</td>
<td>740,831.10</td>
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<tr>
<td></td>
<td>Pharmaceutical Prod. 1,662</td>
<td>54,187.10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1945</td>
<td>Foodstuffs and Clothing 451,100</td>
<td>1,918,102.—</td>
<td>458,378</td>
<td>2,051,523.—</td>
</tr>
<tr>
<td></td>
<td>Pharmaceutical Prod. 7,278</td>
<td>133,421.—</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1946</td>
<td>Foodstuffs and Clothing 52,000</td>
<td>209,941.—</td>
<td>52,000</td>
<td>209,941.—</td>
</tr>
<tr>
<td></td>
<td>Pharmaceutical Prod.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Grand Totals</strong></td>
<td><strong>888,262</strong></td>
<td></td>
<td><strong>3,290,281.—</strong></td>
</tr>
</tbody>
</table>
Towards the end of the same year, two Swiss pharmaceutical products firms made further gifts of medicaments, to be chosen out of the lists of requirements submitted by the Norwegian Red Cross.

On the other hand, requests for Pilocarpin by the Norwegian Red Cross could not be complied with, since it was impossible to export Pilocarpin from Switzerland.

In November 1945, it was possible to make a last delivery of medicaments on a lorry belonging to the Norwegian Legation in Switzerland, which transported relief goods from the Don suisse. This delivery also included gifts from various Swiss firms, a gift from the Canadian Red Cross and a gift from the American Red Cross.

The Canadian Red Cross Youth had already sent a gift of Sw. frs. 115,000 for Norway. In agreement with the delegate of the Norwegian Red Cross, the Joint Commission devoted this money to the purchase of layettes and teats for feeding-bottles.

The Norwegian Red Cross acknowledged receipt of all these deliveries. In addition, the I.R.C.C. delegate in Sweden went on several occasions to Oslo to check the distributions of the medicaments, and reported on the distributions to the Joint Commission.

At the beginning of 1946, the situation had so far improved that Norway had no further need of relief. She was even able to provide goods, such as cod-liver oil, dried fish, etc., which were distributed in various countries in Central and South-eastern Europe.

Transport.

The normal route for deliveries destined for Norway was across Germany, with the support of the German Red Cross, which was also good enough to transmit to Oslo letters and telegrams concerning such deliveries.

During the time when the Allied advance interrupted railway communications between Switzerland and Norway, a lorry convoy, organised by the Norwegian Legation in Switzerland, made it possible to send through important deliveries from the Don suisse.
Italy

Italy, which went to war in 1940, did not experience any serious damage on the soil of the mother country during the first years of hostilities. But from the time when the Allied air raids developed, the ports of the Mediterranean and the industrial towns in the north were subjected to almost regular and increasingly severe air raids. Great damage was done in working-class agglomerations and in the densely populated areas in the ports, and there were many fatal casualties.

From the end of the military operations in North Africa, the threat of war to the home country became yet more definite. Pantelleria was taken in June 1943, the Allies landed in Sicily on 10 July, and the occupation of the island was complete by 17 August.

On 3 September, the Allies were in Calabria, and the Italian Government signed an armistice. The struggle continued against the German troops who resisted on two lines in succession, one to the south, the other to the north of Rome.

Although the Allied troops entered Rome on 4 June 1944, the occupation of Bologna, Genoa and Turin did not take place until ten months later, in April 1945.

Several days later, on 19 April, the German troops in Italy capitulated.

In its main lines, the food and the sanitary situation of the country conformed to the development of military operations. From 1943 on, there was an obvious shortage of certain medicaments. Air raid victims in the Lombard towns found it difficult to secure shelter. Textiles and footwear were scarce or of poor quality. The hospitals, which were overcrowded with invalids and wounded, were working under bad conditions, short of beds, bed-linen, medicaments and bandages.

The real "years of devastation" were 1944-1945, when the front line was stabilised first in Central Italy, and then on the Po.
The rear of the Axis lines was subjected to artillery fire and to intense air raid bombardment which caused enormous destruction. Gaeta, Cassino and Sangro, on the Gustav line, suffered terribly, as did Massa, Pievo, Santo Casciano, Urbino and Pesaro on the Gothic line.

Among the great cities, Milan, Turin, Genoa, Florence, Naples, Palermo and Cagliari had been heavily hit, and the surrounding countryside had not been spared. The losses caused by the world war were aggravated by those incurred in the civil war.

It was estimated that more than five million premises were rendered uninhabitable, and that more than four and a half million people were living in chance shelters or in the mines.

An already difficult situation was aggravated by the bad harvest, due to drought, of 1945.

Cereals, fats and sugar became scarce. Prices reached such a level on the free market, the only market with stocks to sell, that threequarters of the population were automatically prevented from using it. In the summer of 1945, the cost of living was 32 times that of the pre-war level. There was a shortage of milk, cereal foods, clothing and footwear.

Malaria and tuberculosis had spread to an alarming extent. Hospitals, the number of which was inadequate as the result of requisitioning, destructions and pillage, had not nearly enough beds, bedding or blankets. Medical stores were scarce.

One of the most serious problems was that of the stray children, who lived on the black market and by pillage. The welfare organisations did their best to collect these children for re-education in special children’s villages. But since they had little or no means of subsistence, these refuges themselves found it very difficult to procure food or equipment.

Many refugees from the more devastated areas, or from the battle zones, were living in camps. Pending their re-absorption into the national economy, they had to be fed and clothed.

As in other countries affected by the war, the transport system was disorganised.

Imports of coal, which was indispensable for the resumption of industrial activity, were infinitesimal. The number of unemployed was between one and a half million and two million.
Losses in agriculture were no less serious. One quarter of the herds and draught animals had disappeared. 40,000 hectares of land had been mined. The continuous shortage during the war of chemical fertilisers had impoverished the land and diminished its yield.

Relief Deliveries.

As early as 1943, when informed of the shortage of medicaments in the hospitals of North Italy, the Swiss Red Cross financed two deliveries of medical stores, which the Joint Commission forwarded to their destination in September and December 1943.

During 1944, similar deliveries took place. In all, pharmaceutical products worth Sw. frs. 55,000 were thus distributed in the hospitals of several big towns.

In 1944, a delegate of the Swiss Red Cross made a journey through Northern Italy, and his report to the Swiss Red Cross induced the latter to undertake relief work for women and children, whose situation was causing alarm.

The earliest action was taken at Como and Luino, where distributions of milk and cheese were made to nearly 13,000 children.

This was the date of the foundation of the C.I.A.S. (Italo-Swiss Centre for Sanitary Assistance — Centrale Italo-Svizzera di Assistenzia Sanitaria), which was entrusted with the duty of allocating and distributing medicaments to Italy. It was through this channel that the goods purchased by the Swiss Red Cross were handed over to the beneficiaries, which were almost exclusively hospitals or clinics. The periodical reports of C.I.A.S. and the supervision exercised by the delegates of the Swiss Red Cross, of the I.R.C.C. or of the Joint Commission, ensured that the relief goods were utilised in accordance with the wishes of the donors.

During the period of the Neo-Fascist Government, deliveries were suspended in view of the prevailing lack of security.

In the last months of 1945, the Joint Commission, on behalf of the Swiss Red Cross, sent foodstuffs to Milan, Como, Varese, Luino, Ponte-Chiasso, Bergamo, Domodossola, etc., and also to the Centovalli where, with the assistance of the Don suisse, the Swiss Red Cross had set up a children’s colony.

As early as the end of 1944, the Commission had sent to Domodossola (whither inhabitants of the villages destroyed in the par-
tisans' battles had taken refuge) foodstuffs and medicaments which were distributed by the delegate in Switzerland of the Italian Red Cross.

In order to develop its activities, the Joint Commission approached the delegate of the Italian Red Cross and suggested that a credit should be obtained from a Swiss bank. This was a method which had been successfully employed by representatives of Belgian relief work. The Italian Red Cross approved the proposal, but unfortunately it came to nothing.

No very considerable sum of money was entrusted to the Joint Commission for relief work in Italy.

On the other hand, from 1945 on, various organisations, either Swiss or with headquarters in Switzerland, such as Caritas, the Oecumenical Church Council, the European Students' Relief Fund, the International Child Relief Union, and also the various local relief committees entrusted the Joint Commission with the purchase of goods, or requested it to forward goods available as the result of collections.

Gifts in kinds were also made by representatives of Swiss manufacturers of pharmaceutical products, as soon as the sanitary situation of Central and Southern Italy became better known as the result of a visit to these areas by a delegate of the I.R.C.C. One commercial firm also put Sw. frs. 50,000 at the disposal of the Joint Commission, and this sum was, with the agreement of the donor, devoted to the purchase of medical stores.

In June 1945, at the request of the Italian Red Cross, the I.R.C.C. delegation in Rome launched an urgent demand for relief for the population of Fiume, whose situation was precarious in the extreme. A request in the same sense was addressed to the I.R.C.C. by the Office of the Apostolic Nuncio in Berne.

Unfortunately, military operations and lack of funds prevented the Joint Commission from taking action.

During 1946, deliveries of pharmaceutical products continued to be made. To these the Joint Commission added certain quantities of vitamin D in oil, a gift of the British Red Cross. An Italian Relief Committee in Buenos Aires financed a large consignment of medicaments. The Swiss Red Cross, Caritas and various other committees urgently requested the Commission to send food to hospitals at Treviso, Milan, Turin, etc.
The "Norwegian Gift", which was composed of foodstuffs collected in Norway by the Norwegian Red Cross and by a people's organisation, went some way to satisfy those urgent requests for which the Joint Commission was unable to secure donors. These requests were concerned with refugees, either from the devastated areas or from districts which were still theatres of war, such as Venetia Julia, who were collected in camps and were totally without food, clothing, medicaments, etc.

Thanks to the Australian Gift, to the Norwegian Gift, and to gifts by the Iraq Red Crescent, relief was sent to children's hospitals and sanatoria at Turin and Cagliari, to the Trieste district, and to Cinetta and Forte-Amelia.

The Don suisse also entrusted the Joint Commission with the transport of relief for Milan, Rimini, Tirano, Genoa, Florence, Brescia, etc. Large quantities of medicaments were despatched to the province of Frosinone for the campaign against malaria. At the end of 1946, polyclinics were installed in the devastated areas on the Gothic line.

This date marks the end of the activities of the Joint Commission in Italy.

Transport.

Until the invasion of Italy complicated railway communications, the Joint Commission's deliveries to the Italian Red Cross proceeded on normal lines.

At the end of 1945, the creation of C.I.A.S., with its own means of transport and its own method of distributing pharmaceutical products, greatly facilitated the work of the Joint Commission. Medicaments and disinfectants were handed over at the Swiss frontier to the representatives of C.I.A.S. who forwarded them free of charge to the beneficiary institutions.

On its side, the E.N.D.S.I. (Ente Nazionale di Soccorso Italiano) was in a position to assume responsibility for the transport of all relief goods destined for Italians, and the Joint Commission entrusted a certain quantity of goods to this body also. Difficulties, however, arose, since E.N.D.S.I., although capable of transporting gifts, could not deliver customs exemption certificates. This point had to be cleared up with the authorities.
On the other hand, all deliveries to organisations dealing with refugees or with foreigners in Italy had to be made directly through the Joint Commission.

It will be remembered that the Joint Commission was in the habit of receiving goods from overseas unloaded in Italian ports. On the other hand, for some considerable time, relief trains for Yugoslavia used the Italian railways as far as Trieste.

Free transport was not automatically granted to such deliveries in transit. The Joint Commission at once secured a fifty per cent reduction on these charges. Furthermore, at its request, the Italian authorities were good enough to allow the Commission to pay in lire.

A series of negotiations undertaken with the Italian Government either by the I.R.C.C. delegation at Rome, or by the representatives of the Joint Commission, were brought to a successful conclusion and, in 1946, the deliveries of the Joint Commission and deliveries addressed to the Commission enjoyed free transport in Italian territory.

This measure, which was due to the sympathetic attitude of the Italian authorities, greatly facilitated the despatch of relief to South-eastern Europe, particularly during the time when the railways of Central Europe were out of commission.

**Missions.**

Though fully assured of the support of the I.R.C.C. delegations, the Joint Commission sent representatives on more than one occasion, either in a technical capacity, or to collect information on the spot concerning requirements and distribution possibilities.

In 1945, a member of the Council visited Northern Italy to obtain information concerning requirements of pharmaceutical products. In the same year, a woman collaborator of the Joint Commission made an eight-day tour of Northern Italy and Tuscany in order to make contacts with organisations capable of distributing foodstuffs.

Finally, when there was as yet no information concerning the decision of the Government in Dublin to send direct to Italy that portion of the Irish Gift set apart for this purpose, a woman representative of the Joint Commission proceeded to Rome, and later
Weight and Value of Goods despatched by the Joint Commission to ITALY

<table>
<thead>
<tr>
<th>Year</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1942</td>
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<td>262</td>
<td>4'916.17</td>
<td>262</td>
</tr>
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<td>1943</td>
<td>Foodstuffs and Clothing</td>
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</tr>
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<td></td>
<td>Pharmaceutical Prod.</td>
<td>734</td>
<td>16'175.1</td>
<td>150,200</td>
</tr>
<tr>
<td>1944</td>
<td>Foodstuffs and Clothing</td>
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<td>150,200</td>
</tr>
<tr>
<td></td>
<td>Pharmaceutical Prod.</td>
<td>2,900</td>
<td>79'972.90</td>
<td>150,200</td>
</tr>
<tr>
<td>1945</td>
<td>Foodstuffs and Clothing</td>
<td>346,900</td>
<td>2'649'438.1</td>
<td>1'416'336</td>
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<tr>
<td></td>
<td>Pharmaceutical Prod.</td>
<td>69,436</td>
<td>1'002'289.60</td>
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</tr>
<tr>
<td>1946</td>
<td>Foodstuffs and Clothing</td>
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<td>7'664'476.1</td>
<td>3'169'052</td>
</tr>
<tr>
<td></td>
<td>Pharmaceutical Prod.</td>
<td>46,052</td>
<td>961'119.1</td>
<td>3'169'052</td>
</tr>
</tbody>
</table>

Grand Totals | 4'760,484 | 12'939'585.67
to Central and Southern Italy, to collect information on the general situation and to check the often incomplete information which reached the Commission from all sides. The information thus collected, together with the observations of the delegates, made it possible to issue publications on Italy and its requirements.

Finally, the Head of the Sanitary Service, whose duty it was to carry out the projects of the Don suisse, frequently visited Italy in order to supervise the execution of these schemes.
Rumania

In October 1940, German troops entered Rumania, and on 23 June 1941 Rumania adhered to the Tripartite Pact between Germany, Italy and Japan. Rumania became a theatre of war in 1944, and it was not until the end of that year that the Russians occupied Bucharest, Ploesti and Constanza.

About the end of 1944, the Rumanian Red Cross began to appeal to the Swiss Red Cross and then to the I.R.C.C., for vitamins, medical supplies and surgical instruments for which there was a desperate need in Rumania.

Children in particular were suffering severely from a lack of tonic substances.

In the years which followed, the appeals by the Rumanian Red Cross to the Joint Commission always centred on the lack of medical supplies of all kinds, including drugs and sanitary material. It has already been seen that, at least at the outset of the war, Rumania’s agricultural production was adequate for feeding the population, nay more, that the Joint Commission had on more than one occasion the opportunity of purchasing in Rumania food-stuffs for the famine-stricken countries of Western Europe.

From 1945 on, typhus epidemics spread rapidly in Rumania, mainly as the result of severe droughts, the lack of soap and the absence of all sanitary amenities in certain parts of the country which had suffered specially from the war. Venereal diseases, pellegra, malaria and tuberculosis made rapid strides throughout the country. Nor was it long before the Rumanian people began to suffer from a scarcity of clothing and footwear. Most of the population, in particular the inhabitants of Moldavia and Bukovina, had been unable to renew their supply of clothing during the war, and were compelled to confront the severe winters in these districts in clothing which was little more than rags and tatters. The children were half-naked. There were thus innumerable victims of the cold weather. Furthermore, the lack of
underclothing made it almost impossible to perform disinfecting operations, and the epidemics of exanthematic typhus assumed enormous proportions.

At the end of 1946, the situation had improved little, if at all. There was a shortage of bread, and the big stores offered clothing and footwear at prices which were utterly beyond the reach of the normal consumer.

In the districts most heavily affected, there were few people who were able to eat more than once a day. The staple food was barley or millet bread, grass soup and field peas.

Housing conditions, which were none too stable even before the war, had deteriorated considerably as the result of hostilities. On many occasions the spectacle might be witnessed of peasants digging trenches on the sites of destroyed villages, and living in them cheek by jowl with their cattle.

It should also be added that the railway system had suffered severely and that the supply of food to certain mountain areas had become wellnigh impossible. Moreover, all the tunnels under the Carpathians had been blown up during the military operations. Also, the lack of lorries hindered the campaign against famine and disease.

Relief Deliveries.

As a result of the earlier appeals from the Rumanian Red Cross, the Joint Commission, which had at that time no funds available for the relief of Rumania, immediately endeavoured to interest possible donors in the fate of the country. Since the chief deficit was in medical stores, the Commission approached mainly the great Swiss pharmaceutical firms. There was an instant reply to its request, which allowed of the organisation of the first large-scale consignment of relief, which was addressed to the Rumanian Red Cross in the summer of 1943. This consignment consisted of a ton of pharmaceutical products and bandaging material to the value of about Sw. frs. 40 000. These and subsequent consignments were sent by the ordinary rail route.

It was not long before the Rumanian Red Cross was in a position to put funds at the disposal of the Joint Commission with which it was enabled to purchase a further consignment of medical stores
chosen from lists of requirements which had been drawn up in Rumania. Thus, from the beginning of 1944, further deliveries of drugs and pharmaceutical products reached Bucharest. At this time, too, the Joint Commission sent large quantities of medical stores to the Jewish organisations in Rumania, for the refugees from Transnistria 1.

The course of hostilities, however, was soon to interrupt all communications with Rumania, and for many long months the country was prevented from receiving further direct relief from Geneva.

None the less, the I.R.C.C. delegation in Bucharest succeeded from time to time in passing through certain reports on the situation of the country, and in drawing the attention of the Red Cross to the shortage of medical stores, clothing and tonic substances from which the whole population was suffering.

These reports were amplified by appeals from the Rumanian Red Cross, Rumanian students in Switzerland and, later, from Rumanian personalities passing through Geneva. Special mention may be made of an important Rumanian medical mission, composed of representatives of the Ministry of Public Health and of the Ministry of Social Assistance, which, in the spring of 1946, submitted to the Commission a report in great detail on the sanitary situation in Rumania, and placed large-scale orders on behalf of the Rumanian Government for medical stores and sanitary material.

The first precise request for relief which reached the Joint Commission after the cessation of hostilities in Rumania was transmitted to it by the League of Red Cross Societies at the beginning of 1945. The Rumanian Red Cross urgently required insecticide powder for the disinfection of 40,000 people. Although it had funds for this purpose, it had considerable difficulties in transferring them into Switzerland. For their part, the I.R.C.C. and the Joint Commission made each a gift of 500 kg. of powder, which allowed the dispatch in mid-January of a consignment of two tons of Neocid. This product had to serve in the campaign against a serious typhus epidemic, and it was imperative that it should reach its destination as soon as possible.

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1 Transnistria: a name given at the time to the district, East of the Dniestr, given to Rumania by the Germans in 1942.
At this time, railway communications across Hungary were interrupted and it was difficult to find any other quick means of communication. Contact had to be made with the American authorities, through the medium of the U.S. Legation in Berne, for authorisation to utilise an American aeroplane to take the Neocid on from Marseilles. As the result of these negotiations, the State Department in Washington asked its representatives at S.H.A.E.F. in Italy to organise the consignment in question.

In the meantime, the Joint Commission had abandoned the idea of utilising the French railways to despatch the Neocid to Marseilles, since it was possible that the journey might last nearly five weeks. Finally, on 16 February, I.R.C.C. lorries transported two tons of insecticides to the Mediterranean Coast. The plan was that an American aeroplane should take the goods on at once from Marseilles. At the end of February, however, the Neocid was still warehoused in Marseilles, and the Joint Commission resumed negotiations with the U.S. Legation in Berne. Finally, on 9 March, an American aeroplane transported the insecticides to Naples. Five cases arrived at Bucharest on 12 March, and 47 cases on 20 March. One case only was lost on the journey.

In its campaign against epidemics, Rumania was particularly handicapped by the shortage of soap. In June 1945, therefore, the Joint Commission arranged for the despatch, direct from Egypt via Istanbul, of 500 cases of soap drawn from the stocks of the South African Red Cross Gift. A further consignment of 200 cases left Cairo at the end of November.

During 1945, the Joint Commission also undertook one or two small-scale deliveries of drugs and medical stores.

In addition, in July of the same year, the first I.R.C.C. lorry convoy left Switzerland for Central Europe. Bucharest was the destination of the convoy, which carried medical stores, bandaging material, and laboratory and surgical equipment. These consignments were either gifts from Swiss relief institutions, or had been bought by the Commission on behalf of the Rumanian Government, the Rumanian Red Cross or various Jewish relief organisations, such as the American Joint Distribution Committee or the Child Relief Association (O.S.E.).

At the beginning of 1946, the Joint Commission succeeded in finding a boat for the dispatch of relief to Rumania, and this allowed
it to increase the volume of its deliveries. This boat picked up the Commission's consignments at Marseilles and unloaded them at Constanza. During its first trip, in January 1946, the S.S. "Pennsylvania" carried 500 cases of Vitamin D, the gift of the British Red Cross, medical stores, drugs and Neocid for the Rumanian Red Cross, footwear and undergarments, gifts of the Australian and New Zealand Red Cross Societies, which it had not been able to ship by air in December 1945, etc.

In March, a large consignment of 15 tons of Neocid left for Bucharest on behalf of the Don suisse, together with 50 sprayers and eight motor cars. The first consignment from the Irish Gift left in April, together with a large amount of other gifts of clothing and medicaments and also with a quantity of pharmaceutical products and sanitary material ordered by the Rumanian Government and the Rumanian Red Cross.

Deliveries by boat continued until well into the Summer. In the Autumn, the Joint Commission was once again in a position to use the railway, and relief was despatched via Vienna and Hungary.

During 1946, the Joint Commission used the air route on several occasions for urgent small-scale deliveries to Rumania of drugs and medical stores.

Until well into 1944, Rumania received chiefly medical stores, and sanitary and bandaging material which were the gifts of Jewish institutions to the Jewish population, of the I.R.C.C. and of the Joint Commission, or of the great Swiss pharmaceutical products industry, or were goods purchased by the Rumanian Red Cross and the Rumanian Government.

From 1945 on, this medical relief was supplemented by gifts of clothing and foodstuffs. In the first place, the American Joint Distribution Committee despatched clothing and foodstuffs to Bucharest in the I.R.C.C. lorry convoy. The same institution continued to send various relief goods throughout 1946.

From the Irish Gift, there were deliveries in April 1946 of sugar, condensed milk, blankets, gloves, socks, clothing and underclothing.

In October 1946, the Joint Commission again sent to Bucharest sugar, blankets, clothing and textiles, on behalf of the Irish Gift.

The O.S.E., which had already sent several consignments of medical stores before 1945, continued, until the end of 1946, to
send medical supplies, clothing, foodstuffs and tonic substances in large quantities. In the Spring of 1946, the *Don suisse* despatched 15 tons of Neocid, together with a mission concerned with the campaign against typhus. Numerous relief consignments were also sent by the Oecumenical Church Council, various Jewish organisations, the pharmaceutical industry and certain private Swiss firms.

Large-scale collective relief deliveries were almost always divided equally between the Rumanian Red Cross and the Ministries of Public Health and Social Assistance, which distributed the goods to those destitute persons for whom they were normally responsible. All these distributions took place under the supervision of the I.R.C.C. delegation at Bucharest. Thus, the distribution scheme for the Irish Gift was drawn up by the Rumanian Red Cross in close liaison with the relief activities of the Ministries of Social Assistance and Public Health, and with the agreement of the I.R.C.C. delegate at Bucharest.

At the end of 1946, when it became necessary to contemplate the distribution of the second instalment of the Irish Gift, the Joint Commission's representative, who had visited Bucharest in order to organise relief distributions on the spot, set up a Distribution Committee composed of representatives of the Ministry of Social Assistance, the Ministry of Public Health, the Rumanian Red Cross, the *Apararea patriotismă* and the I.R.C.C. delegation. The main object of this Committee was to work for the enlargement of the scope of distributions, to distribute the Irish Gift in a more equitable fashion and, in general, to exercise a stricter control over the utilisation of these relief goods.

*Transport.*

It has already been stated that, at the outset, the transport of relief for Rumania, in 1943, and until the Spring of 1944, had been normally carried out by means of the railway through Vienna and Budapest.

When, after the end of hostilities in Rumania the Joint Commission was anxious to resume its relief deliveries to Bucharest, ordinary communications through Hungary had been cut. Until the end of 1945, the only way of reaching Bucharest from Geneva was by air. Since this means of transport was extremely expen-
sive, and since it could be used only for light-weight deliveries, it was used only in exceptionally urgent cases, e.g., when medical supplies or disinfectants had to be despatched for the campaign against serious epidemics.

The only exception to this means of transport was the I.R.C.C. lorry convoy which left Switzerland at the end of 1945 and arrived in Bucharest in mid-August. It has already been stated, however, in connection with Hungary, how the difficulty encountered in the organisation of such a convoy, and also its very high cost, had made it necessary to refrain from using it too often.

In January 1946, the Joint Commission succeeded in obtaining a Rumanian boat, the S.S. "Pennsylvania", which worked a shuttle service between Marseilles and Constanza. Relief goods were sent first of all to Marseilles, to the address of the French Red Cross, and then loaded on the "Pennsylvania", which carried goods for the Commission on five occasions (January, March, April, May and June, 1946). This method of transport, however, did not give complete satisfaction to the Joint Commission. The journey was long and, moreover, expensive, particularly as regards the sector from Constanza to Bucharest. In practice, the unloading of goods in the port of Constanza could only with difficulty be supervised and, on more than one occasion, very considerable thefts had to be reported.

Moreover, since in the meantime railway communications with Central Europe had improved, the Joint Commission preferred to interrupt its deliveries of relief for Rumania for several weeks in order to complete its work of organising set-trains through Hungary, and to obtain authorisation from the Soviet authorities to traverse the areas occupied by Russian troops.

By October 1946, the Joint Commission had succeeded in warehousing in its Vienna depôts the part of the second instalment of the Irish Gift allocated to Rumania, in order to be able to forward it as quickly as possible as soon as opportunity allowed. In November, the first two set-trains left for Bucharest, with a week's interval between each. These trains were assembled at Vienna, with a portion of goods from the Irish Gift, under the control of the Joint Commission's representative.

All goods despatched by the Joint Commission were addressed to the Ministry of Public Health. This allowed of free transport
Weight and Value of Goods despatched by the Joint Commission to

RUMANIA

Milliers de tonnes
Thousands of tons

Millions de Fr. s.
Millions of sw. Fr.

<table>
<thead>
<tr>
<th>Year</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1943</td>
<td>1,031</td>
<td>38 874.55</td>
<td>1,031</td>
<td>38 874.55</td>
</tr>
<tr>
<td>1944</td>
<td>3,583</td>
<td>70 543.60</td>
<td>3,583</td>
<td>70 543.60</td>
</tr>
<tr>
<td>1945</td>
<td>98,200</td>
<td>412 802.—</td>
<td>98,200</td>
<td>412 802.—</td>
</tr>
<tr>
<td>1946</td>
<td>15,493</td>
<td>596 364.10</td>
<td>113,693</td>
<td>1 009 166.10</td>
</tr>
<tr>
<td></td>
<td>108,000</td>
<td>1 260 539.—</td>
<td>118,085</td>
<td>2 561 649.45</td>
</tr>
<tr>
<td></td>
<td>80,085</td>
<td>1 310 119.45</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grand Totals</td>
<td>1 306,392</td>
<td>3 680 223.70</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
being secured on Rumanian territory and on the sea route from Marseilles to Constanza when the relief goods were despatched by boat.

Customs exemption was explicitly confirmed by Government Decree of 1 April 1946. Until then, the beneficiaries of relief despatched by the Commission had had to ask the Rumanian authorities for individual exemptions in the case of each delivery. It was due to negotiations entered into by the I.R.C.C. delegation in Rumania that the Rumanian Government modified the text of the Customs Act concerning the import of goods, and granted customs exemption for all relief deliveries destined for the Rumanian State or for State-recognised welfare institutions in Rumania.

Missions.

On two occasions in 1946, a representative of the Joint Commission visited Rumania to organise and supervise relief distribution on the spot.
At the beginning of 1945, the Don suisse entrusted the Joint Commission with the despatch to Luxemburg of foodstuffs, pharmaceutical products and material for the homes and day-nurseries for children which it was installing in the war-devastated areas of Luxemburg.

In addition, several Swiss organisations entrusted the Joint Commission with goods or sent the Commission money for purchases, particularly of medicaments.

In 1946, several consignments were still leaving Switzerland. All the deliveries were by rail.
Weight and Value of Goods despatched by the Joint Commission to LUXEMBURG

<table>
<thead>
<tr>
<th>Year</th>
<th>Foodstuffs and Clothing</th>
<th>Pharmaceutical Prod.</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1945</td>
<td>424,800</td>
<td>646,374</td>
<td>426,759</td>
<td>670,976.\textemdash</td>
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<tr>
<td>1946</td>
<td>29,000</td>
<td>2,796.80</td>
<td>29,402</td>
<td>68,283.80</td>
</tr>
<tr>
<td></td>
<td>402</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Grand Totals</td>
<td>456,161</td>
<td></td>
<td></td>
<td>739,259.80</td>
</tr>
</tbody>
</table>
In the Spring of 1938, military action against the principal ports of the country, Durazzo, San Giovanni, Valona and Santi Quaranta, destroyed many houses and caused a number of victims.

At the time of the Italo-Greek war, the southern part of the country became, for six months, a battle-field and two districts were completely burnt out. Throughout the occupation, the clashes between the partisans and the army of occupation brought disaster in their train. Villages were razed, harvests were burned, herds were destroyed, and fruit trees were uprooted.

According to official estimates, the number of killed or missing amounted to 18,700; there were 170,000 homeless, and 23,000 dwellings in 360 villages were destroyed.

In 1944, the health and the food situation in Albania was critical. Undernourishment caused an increase in tuberculosis and malaria. Infant mortality varied from 25% to 40%. Medicaments were scarce in the extreme.

It was reported that 50% of mothers were unable to feed their babies because they themselves suffered from anæmia and undernourishment.

The population of the devastated areas (Districts of Korça, Valona andArgiro Kastro) was estimated at 300,000 souls. Refugees numbered 100,000.

The most urgent needs were medicaments, condensed milk, food and warm clothing.

Relief Deliveries.

In January and February 1944, the I.R.C.C. delegations at Belgrade and Salonica forwarded to the Joint Commission the appeals of the Albanian authorities concerning their country’s privations.

As no donors had come forward for Albania, the Joint Commission communicated with the I.R.C.C. delegations in London,
Cairo and Washington, asking them to ascertain if the national Red Cross Societies, or Albanian colonies abroad, could finance some work of relief.

The American Red Cross, through the medium of its delegate at Geneva, was also informed.

The result was not immediate. Further information was asked for and supplied. Particulars regarding transport facilities, for which the Joint Commission applied to the German Red Cross, and the methods of supervision provided for were, at their request, sent to the delegations.

A first consignment of pharmaceutical products, the gift of the American Red Cross, was sent off to Belgrade and was handed over by the I.R.C.C. delegate on 6 March 1945 to the Head of the Albanian Military Mission in that city, who took it by air to Tirana.

The goods which the South African Red Cross had made available were in Cairo, and it was possible to make a first delivery in June 1945. Other deliveries followed.

In June 1944, the I.R.C.C. delegation in Cairo informed the Joint Commission that the Egyptian Government might be willing to make a donation of £E 5000, but were wondering whether steps for getting this sum transferred into Swiss francs were likely to be successful.

At the same time, the New Zealand Red Cross advised that funds had been made available by the Albanian colony in Australia, and asked whether it was better to send the Joint Commission money or goods. The time necessary for transport was considerable, and the Joint Commission stated that it would be better to make the funds available for the purchase of medicaments.

The Joint Commission had also brought the Albanian situation to the notice of the Don suisse, which, following a visit from the President of the Albanian Red Cross, voted a credit for relief to Albania. As soon as the “Irish Gift” goods reached Geneva, a first allocation allowed of clothing and food being sent to Tirana.

The delegation in Cairo received another large donation from the Albanian Ladies' Committee in that city. Lengthy negotiations were necessary before the conversion of these funds into Swiss francs could be effected. At the suggestion of the Joint Commission in agreement with the donors, this gift was used for equipping a hospital at Elbasan the necessity for which had been stressed in
Weight and Value of Goods despatched by the Joint Commission to ALBANIA

### Tons and Swiss Francs

<table>
<thead>
<tr>
<th>Year</th>
<th>Category</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value in Swiss Francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1945</td>
<td>Foodstuffs and Clothing</td>
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<td>292,335.—</td>
<td>103,962</td>
<td>359,707.30</td>
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<tr>
<td></td>
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<td>67,372.30</td>
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<tr>
<td>1946</td>
<td>Foodstuffs and Clothing</td>
<td>228,000</td>
<td>567,565.—</td>
<td>232,178</td>
<td>658,963.15</td>
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<tr>
<td></td>
<td>Pharmaceutical Prod. .</td>
<td>4,178</td>
<td>91,398.15</td>
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<td><strong>Grand Totals .</strong></td>
<td><strong>336,149</strong></td>
<td><strong>1,018,679.45</strong></td>
<td><strong>359,707.30</strong></td>
<td><strong>658,963.15</strong></td>
</tr>
</tbody>
</table>
the reports of the I.R.C.C. delegates. The hunt for material and
the delay on the part of the Swiss manufacturers greatly hindered
the carrying out of this plan. The first consignment left Switzerland on 5 July 1947.

Transport.

Added to all these difficulties was the difficulty of transport. Thus, no boats were running between Cairo and the Albanian ports. Advantage had to be taken of whatever means offered. The first shipment was unloaded at Split, and took eight months to reach Durazzo. Other shipments reached Scutari (via Bari), Naples and Trieste.

Some of the consignments from Geneva were shipped via Marseille to Bari, others left through Italy for Belgrade, whence they were reforwarded to Bitolj. From Bitolj to Tirana — 300 kilometres — the goods were taken by lorries over the passes when the route was open.

The accumulation of goods at Bari, especially when U.N.R.R.A. was carrying on its work, made it difficult to find a boat for Durazzo, and some consignments had to remain in the depôts for some considerable period.

Transhipment at Belgrade or Lubljana, and the scarcity of lorries running over the Bitolj-Tirana pass, further delayed the arrival of relief.

Missions.

On two occasions, in 1945 and in the Summer of 1946, the Joint Commission sent its representatives to Albania, to accompany consignments or to supervise distribution. They brought back information regarding requirements, and discussed with the Albanian authorities plans for the proper utilisation of donations.
AUSTRIA

On 13 April 1945, the Russian Army entered Vienna. A few days later, the German forces in the Tyrol capitulated at the same time as the Italians, and Austria, like Germany, was soon divided into four zones of occupation by the Allies. The Tyrol and Vorarlberg were controlled by the French, the Salzburg area and part of the Upper Danube, with Linz, by the Americans, the southern part by the British and the rest of the country by the Russian troops. Vienna, which was therefore in the Russian Zone, was, however, like Berlin, also divided into four sectors and became the seat of the Inter-Allied Control Commission for Austria.

The I.R.C.C. therefore had two delegations, at Vienna and at Linz, with whom the Joint Commission could get in touch. Furthermore, an I.R.C.C. representative was sent on special mission to Linz in June to study the Austrian situation, the requirements of the country and the possibility of sending relief. This delegate had an opportunity of taking with him a certain number of medicaments. This was the first aid which the population of Linz had received since the occupation of Austria by the Allies.

In July 1945, the Joint Commission was able to draw up its first report on "The Food and Health Situation in Austria". Most of the information collected related particularly to Upper Austria, the Tyrol and Vorarlberg. In Upper Austria the situation had become particularly critical, in view of the fact that this area, which prior to the war had a population of about 950,000, had had to receive more than 550,000 refugees within a very short time: Germans driven from their country by bombardments; Hungarians who had fled with the retreating armies; ex-prisoners liberated from concentration camps or prisoner-of-war camps. Moreover, there had been a considerable decrease in production during the war, and there were no stocks of food. The bread and fat rations distributed to the children, for instance, were considerably below those distributed to the children of Vienna or even Salzburg.
Furthermore, exanthemtic typhus had made its appearance, as well as dysentery, and epizootic distemper was rife among the already depleted herds.

The situation was virtually the same in the Tyrol. In Vorarlberg the food situation was a little better for the inhabitants, but critical for the 80,000-odd refugees. There too again, health requirements were the most urgent. Lastly, the Joint Commission's attention had been specially drawn to the tragic situation of the children of Upper Austria: a large number of children were living in isolation or in bands in old camps, in the ruins of abandoned villages, or in disused wagons.

As in Germany, the I.R.C.C. appointed delegations to each zone of occupation. These delegations could not only get into direct touch with the various Allied authorities to obtain transport facilities and to get permission for the Joint Commission's agents to cross the boundary lines between the different zones with relief trains, so that distribution of goods might be organised, but they were also excellent observation posts and so were in a position to supply Geneva regularly with valuable information on the evolution of the food and health situation in each area, on the most urgent requirements, and on institutions deserving of help.

In October 1945, the situation in Lower Austria became worse. All the cattle had practically disappeared, food supplies were maintained with difficulty, and the entire area was threatened with famine. Once again, there was the tragic fate of thousands of children left to themselves, a prey to disease, undernourished, almost all of them anaemic and devitaminised. The lack of soap and fuel, and then primitive living conditions left them at the mercy of epidemics of dysentery and of many skin diseases which were not slow in making an appearance everywhere.

At the beginning of 1946, it was observed that as a general rule there was still a shortage of medicaments in most of the hospitals, and the scarcity of clothing was painful in the partly destroyed towns where life had to be carried on among the ruins with no means of heating.

In spite of the enormous efforts to help Austria from all sides in the Summer of 1946, there was again a general deterioration in the situation in the four occupation zones. The production of the country was far from sufficient to meet the people's needs.
U.N.R.R.A., which had begun to supply Austria with food at the beginning of 1946, was unable to make good the vast deficit in food. Above all, the quantity of goods imported was insignificant, since Austria had, so to speak, no commercial relations with foreign countries and was unable herself to export any but very few manufactured articles.

Relief Deliveries.

The Joint Commission's first task was to collect funds to enable the work of relief to be organised wherever requirements seemed most urgent, or to find donors who would make the necessary funds available for saving the lives of the thousands of sick, children and aged people.

As fresh information was collected on the difficult living conditions in Austria, the Joint Commission gave the alert in turn to the principal relief organisations in Switzerland, Austrian colonies abroad, the big charitable organisations and the churches.

The first support came from Switzerland. In particular the Don suisse began to send medicaments to the hospitals in Vienna and strengthening foods to the children of the Tyrol and Vorarlberg. Later a few religious groups and certain private undertakings entrusted funds or goods to the Joint Commission. Food supplies also came from Liechtenstein. Little by little relief committees for help to Austria sprang up in many countries of Europe and in America. But obstacles to the transfer of funds, or the delay in the transmission of correspondence, considerably hindered most of the work of relief.

Thus, in Egypt, a number of Austrians got together to help their compatriots. This committee suggested that it should pay over monthly to the I.R.C.C. at Cairo a certain sum in Egyptian pounds, to be used to finance regular relief work in Austria. Unfortunately this money could not be transferred to Switzerland for reasons mentioned elsewhere and, after several fruitless attempts, the group had to abandon its plan. It was also impossible to export relief in kind from Egypt. Much of the relief work undertaken to aid Austria inside the sterling area was, moreover, later centralised in London.

So too, a donation of 500 000 French francs for aid to Austria could not be transferred to Switzerland. The Joint Commission
could only use about half this sum for the purchase of medicaments in France, and the balance of the donation was never employed.

Little by little, however, the Joint Commission was enabled considerably to increase its consignments to Austria. The Don suisse also multiplied the volume of deliveries; on the other hand, the first parcels of the Irish Relief had begun to arrive in Switzerland in 1945, and this was a large and important source of essential food for the starving population in all the zones. The Australian Red Cross donation and the Norwegian Donation made it possible to send food to many homes, asylums, hospitals, clinics, canteens and popular kitchens, and even to organise distributions to various classes of the population, such as children, the aged, the sick, etc.

In addition to these large gifts, the American Joint Distribution Committee forwarded large deliveries for the Jewish population. Later, from almost everywhere came funds or goods collected by relief committees which had been formed to respond to appeals for aid to Austria. Welfare associations, churches, national Red Cross Societies, the American Red Cross and the British Red Cross put at the Joint Commission's disposal medicaments and strengthening foods for Austria. For most of these gifts the Joint Commission had to wait many a long week or even month in order to transfer the credit and to find the ships necessary for the transport of the food and clothing collected.

From the beginning of 1946, a regular service of set-trains for Austria was organised, and the rate of despatch to Vienna continued to increase. A Joint Commission representative, who had been appointed delegate of the I.R.C.C., went to the Austrian capital in July and was there entrusted with the special work of dealing with the Joint Commission's relief parcels for Austria and Hungary.

Among donors, mention must be made of the American Red Cross, the Australian Red Cross, the British Red Cross, the South African Red Cross, the Friends, the "Aid-to-Austria Committee", the American Joint Distribution Commitee, Caritas, the Child Relief Association, O.S.E.O., etc. To the large quantity of goods from the stock of the Irish Gift and the Norwegian Donation were added the consignments of the Don suisse conveyed by the Joint Commission.

In 1945, when communication with Austria was still difficult, emergencies had to be prepared for, and the Joint Commission
forwarded chiefly medicaments of which there was great need in all areas. Thus a convoy of I.R.C.C. lorries left Switzerland in July with medicaments and surgical instruments from the Don suisse for the principal hospitals in Vienna.

Similar consignments went forward to the Tyrol, Graz, Bregenz, Linz, Feldkirch, Innsbruck and Salzburg, thanks to support provided by various Swiss mutual assistance committees.

Sixteen tons of vitamin D from the British Red Cross left for Salzburg.

Vienna received 40 tons of medicaments, the gift of the American Red Cross.

A special effort was made in favour of underfed children. The Don suisse fed thousands of children for several months at Innsbruck, Landeck and Linz, and especially in Vienna and in Lower Austria.

The Swiss Red Cross, on its side, opened homes at Wiener-Neustadt, Banen, St. Polten and Vienna. In December 1946, 132 distributing centres were under its control, supplied partly from its own resources, and partly from supplies furnished by the Don suisse, the Friends, the Irish Gift and the South African Red Cross.

In addition to food, such items as clothing, shoes, sanitary material, blankets, baby-linen, first-aid furniture and huts were forwarded to the most necessitous areas of the country.

With the proceeds of the collection made by the German and Austrian prisoners-of-war in the United States, the Joint Commission was able to send to Vienna and to Lower Austria considerable consignments of blankets and sleeping bags, as well as food.

As has already been stated, the Irish Gift supplies began to reach Austria in December 1945. They continued throughout the whole of 1946. The general statistics on the subject of this donation will be found in the relevant chapter (Chapter X).

The campaign against epidemics, especially typhus and dysentery, and against venereal diseases and skin infections, needed well-stocked chemists' shops, improved health conditions and hospital installations and clinics. Rickets and advanced devitaminosis in children had especially to be combated. Supplies of medicaments, sanitary and hygienic articles, bandages, surgical instruments and soap were therefore always of vital importance for the entire country. Throughout the whole of 1946, supplies continued to
arrive thanks to the efforts made by many small relief committees, religious societies, professional groups, companies or private individuals, particularly in Switzerland. Thus the large consignments of medicaments and sanitary material made by the Don suisse to the four zones, and those of the South African Red Cross, the German and Austrian prisoners-of-war, the International Dental Service and the British Red Cross, were swelled by gifts from Caritas, the Swiss Evangelical Churches Committee, the Œcuménical Church Council, the Aid-to-Children Organisation (O.S.E.), O.S.E.O., the European Student Relief Federation (F.E.S.E.), various labour federations, small Swiss communities (municipalities), and industrial undertakings. All these donations were intended mainly for Vienna and Lower Austria where the health situation was critical in the extreme; but some were for Graz, Innsbruck, Salzburg, Linz, Landeck, Wels, Furstenfeld, etc.

It will have been observed that the greater part of the relief was distributed in Vienna and in Lower Austria. This was because the capital and the entire Soviet Zone had particularly suffered. Moreover, these areas could only be supplied inadequately, and it was only right that everything should be done for those among the population who were the most necessitous. Distribution of all the large donations was, of course, carried out in accordance with plans of allocation already drawn up by the Austrian authorities in agreement with the I.R.C.C. delegates, before even the goods left Geneva. In Vienna, for instance, distribution plans were drawn up either by the Ministry of Food or the Ministry of Social Insurance, often with the help of the Chancellor of State. These plans were then normally forwarded to the Inter-Allied Control Commission, which wished to be kept au courant of the activities of the Joint Commission. The supplies were always sent to the I.R.C.C. delegation — which enabled transport to be effected free of charge — for transmission to the Federal Chancellery, then distributed by the Ministry of Social Insurance, in accordance with recommendations made by the Ministry of Food. The distribution itself was always carried out under the control of the I.R.C.C. delegations in the four zones. Other consignments were transmitted direct to the beneficiaries (various relief organisations, churches, hospitals, universities, etc.) by the I.R.C.C. delegations against a signed acknowledgment of receipt.
Transport.

When the Allied forces began to occupy Austria, all means of communication in the country were completely disorganised. The greater part of the railways was destroyed. The Joint Commission therefore had recourse, for the transport of its first consignments, to convoys of lorries which the I.R.C.C. organised for feeding displaced people from Central and Eastern Europe. The convoys passed through Vienna: until November 1945, this had been the only means of sending Red Cross relief to that city. In August, October and November, the Joint Commission was therefore able to send medicaments in particular, and a few food parcels, to the Austrian capital.

The Tyrol and Vorarlberg, on the other hand, could be reached by rail and, in the Autumn of 1945, whole train-loads of supplies were sent as far as Salzburg and Linz. At the outset, the trains which had taken undernourished Austrian children to Switzerland were used on the return journey to bring food and medicaments to the various areas in the French and American zones. Consignments for the British Zone were still sent by lorry from Salzburg to Klagenfurt, where there was an I.R.C.C. delegation. Finally, in the middle of December 1945, a first big convoy, consisting mainly of butter from the Irish Gift, left Buchs for Vienna.

These first consignments by rail were carried out under particularly difficult conditions. The representatives of the various Occupation Authorities who were encountered during the journey were not always aware of the agreements made with the I.R.C.C. and, because of this, unfortunate delays were often experienced in forwarding the relief. Rolling-stock was in a bad state of repair, and it was often necessary to undertake repairs during the journey. The convoys spent long hours, and sometimes the whole night in small out-of-the-way stations, and attempts at looting were not infrequent. Some of the boundary lines could be crossed only at specified times. In short, the convoy staffs of these first trains which had to traverse the whole of Austria needed to have an unlimited capacity for overcoming difficulties, and at the same time to possess tact. They had to know, by turns, how to yield and how to be firm when required, so that the Joint Commission's consignments might reach their destination with as much speed and with as
little loss as possible. Most of the set-trains were moreover accompanied by armed guards supplied by the Allied Military Authorities.

From the end of 1945, there was an improvement in communications in the four zones. All lines were soon reopened to traffic. Set-trains were regularly organised, and relief went forward steadily. At the beginning of the Winter of 1946, there was a moment when it was feared that the fuel shortage might interfere with traffic with Austria. But thanks to the arrangements made between the Austrian authorities and the Occupation authorities, giving priority to trains carrying food for the country, the Joint Commission’s consignments went forward without a break. It is estimated that about one set-train left weekly for Vienna during 1946.

The recognition of a provisional Austrian Government in the Autumn of 1945 also tended to facilitate the Joint Commission’s task in every part of the country. From the very beginning of its work, the latter had been granted by a Ministry of Finance decree complete exemption from customs for all consignments from the Red Cross. An Order of 23 March 1946 also confirmed exemption from transport fees for all relief consignments to Austria. In addition, in the Spring of 1946, following the negotiations between the I.R.C.C. delegates in Vienna, the representatives of the Austrian railways and the authorities of the country, the Joint Commission was also granted half-price facilities on its consignments in transit, the remainder of the cost to be paid to Austria by the country benefiting by the relief.

These exemptions were granted only on condition that the relief consignments were addressed to the I.R.C.C. delegations.

Mention should be made here of the difficulties encountered at the start by all the I.R.C.C. representatives and the Joint Commission, special delegates, lorry drivers and convoy staffs in obtaining visas to visit the different zones of occupation. Conditions varied in respect of the crossing of the four zones. Nevertheless, as a result of negotiations between the I.R.C.C. delegations and the Allied authorities, it was possible for the Joint Commission’s agents to visit any part of Austria with a “pass” for the Austro-Swiss frontier delivered by the French authorities, and a “pink permit” issued by the Allied authorities in Vienna authorising travel through all four occupation zones.
Weight and Value of Goods despatched by the Joint Commission to AUSTRIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Foodstuffs and Clothing</th>
<th>Pharmaceutical Prod.</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
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<td>23,015,913</td>
<td>34,697,086.74</td>
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</tr>
</tbody>
</table>

Thousands of tons
Milliers de tonnes
Millions de Fr. s.
Millions of sw. Fr.

1941 1942 1943 1944 1945 1946
Missions.

In July 1941, the Joint Commission was able to send a representative to Vienna with a consignment of pharmaceutical products, with instructions to supervise its allocation.

Furthermore, from the beginning of 1946, an I.R.C.C. delegate, entrusted with the interests of the Joint Commission, took an office at Vienna, whence he supervised the forwarding of parcels to Hungary, making regular visits to Budapest.
In the earlier years of the war, and up to the beginning of 1944, the situation of the Hungarian people was comparatively satisfactory. The country had not been occupied and had not suffered from military operations. Air raids began to be felt only when Hungary became a theatre of war. Although the greater part of the country's agricultural and industrial production was destined for Germany, Hungary was nevertheless able to maintain her exports to neutral countries. Thus in 1943, the Joint Relief Commission received from Hungary 9300 tons of goods which it distributed in the distressed countries of the west.

Hungary became a theatre of war in the summer of 1944 and remained so until the last weeks before the capitulation. Budapest was for two months the scene of bitter battles. West of Budapest, between the Danube and Lake Balaton, the front was in a continual state of flux, attacks and counter-attacks succeeding one another. District after district was occupied now by the Russians, now by the Germans. A vast wave of refugees, numbering thousands, flowed from east to west. Towns and villages were partly destroyed, also lines of communications and means of transport. Reserve stocks were eaten into by requisitioning, if they did not altogether disappear. Thousands of Hungarians took refuge in Austria and in South Germany.

The town which suffered most from the scarcity of goods was Budapest, which was dependent on arrivals from all over the country.

The cereals harvest in 1945 was one-third below the 1939 consumption. This bad harvest was mainly due to the fact that a large area of Hungarian soil had been mined, particularly the fertile country between the Danube and the Tisza. Moreover, it was often impossible to till the soil for lack of draught-animals and ploughs.
At the end of 1945, flour was unobtainable, even on the black market. In most cases, the daily ration of 150 grammes of bread was non-existent and was replaced by maize. In mid-April 1946, it was still reported from Budapest that the 150 grammes of bread on the ration cards was distributed only three times a week.

Milk consumption had fallen to a very low level. Only children under three years of age received (in theory at any rate) two decilitres of milk per day during the winter of 1945-46. In reality, however, milk was not always available for distribution.

At the beginning of 1945, the food supply of the population of Budapest was equivalent to no more than 556 calories per day, whereas it was calculated that the daily average for the whole country was equivalent to 858 calories.

Many goods could be bought on the "free market", but at such astronomical prices that, according to official Budapest estimates, not more than 8000 to 10 000 of the 1 200 000 inhabitants of the capital were able to afford them.

There were no imports in 1945 and production fell to a minimum level.

The schools were closed until 15 March 1946. Hospitals and operating theatres were unheated, and the same was the case for all offices including Ministries and administrative services.

In Budapest and other towns, most of the houses had been destroyed and, owing to lack of material, it was impossible to replace partially damaged houses.

As early as 1943, a shortage of clothing, and above all of footwear, was unpleasantly apparent. In the Spring of 1946, about 40 000 children in the orphanages of the capital were without footwear or warm clothing, and the city of Budapest had not been able to supply clothing to more than one thousand of them. The situation of the poorer strata of the population had become extremely serious.

From 1945 onwards, medical assistance throughout the country had become totally inadequate. Many basic products were lacking, also medicaments such as insulin, etc. The number of beds in hospitals had fallen from 42 000 to 20 000. Medical attention in general was inadequate since there was a shortage of heating, nourishment, nursing, bed-linen and medicaments. In many cases, it was impossible to operate, since there were no means of
sterilisation and the cold in the operating theatres made it impossible to work. Diseases due to undernourishment spread from day to day. At the beginning of 1946, it was estimated that one half of the population was suffering from malnutrition, and 12% of the total number of deaths were due to oedemas caused by starvation.

Infant mortality, which at one time had been 50% in Budapest, fell to 30% in the Summer of 1945, but rose again throughout the Winter of 1945/46. In April 1946, 40% of nursing babies died.

Finally, currency devaluation had proceeded to enormous lengths in Hungary. The value of the currency daily reached lower levels. Since there were very few rationed goods, the black marked flourished.

Relief Deliveries.

The first appeal on behalf of the people of Hungary came to Geneva in April 1945 from the I.R.C.C. delegation in Bucharest, which had been able to keep in contact with Hungary. The I.R.C.C. delegate laid particular stress on the more urgent needs of the inhabitants of Budapest, e.g., medicaments, bandages, insecticides and tonics for children.

At the beginning of June, the United States Legation at Berne forwarded a further appeal, this time from the I.R.C.C. delegation at Budapest, which had been able to keep itself in being throughout the duration of hostilities in Hungary. The delegation requested the Joint Commission to despatch urgently medicaments and foodstuffs for the thousands who were returning to the capital after having run away from the siege, and also to send milk for the children.

In the same month, the Budapest delegation asked for vitamins, serums, insulin and penicillin. From then on, the Joint Commission was enabled to communicate regularly with the I.R.C.C. delegation in Budapest through the medium of the I.R.C.C. delegation at Bratislava.

At Geneva, the Joint Commission was visited by the Budapest delegate of the American Joint Distribution Committee, who submitted a detailed report on the situation and on the requirements of Hungary. In July of the same year, the representatives of the Joint Commission who accompanied the convoy of lorries
transporting I.R.C.C. relief to Vienna, Budapest and Bucharest, had an opportunity on the spot of studying the requirements of the population of the capital in respect of foodstuffs, clothing and medicaments, and also the possibilities of distribution. They returned to Geneva with reports on many subjects, and with documentary evidence of the greatest importance.

None the less, appeals for assistance continued to flow in to the Joint Commission, from the Hungarian authorities, from the I.R.C.C. delegation in Budapest, from Hungarian relief committees which had been set up in Switzerland and in other countries, and from delegates of the great relief institutions which were beginning to send missions to Central and Eastern Europe.

Unfortunately, communications with Hungary were almost entirely non-existent. Air transport only remained possible, and the earlier system of transport by I.R.C.C. lorries in the Summer of 1945 was not followed up. Furthermore, it had been contemplated in the Spring of 1945 that the I.R.C.C. delegate in Budapest should return to Geneva, and it was not until June that the delegate informed Geneva that he had been authorised to continue his work at his discretion. Finally, distribution control was by no means easy in the completely disorganised capital.

At the end of June 1945, the Joint Commission transmitted to the American Military Mission in Budapest, for forwarding to the I.R.C.C. delegation, 1800 kgs. of pharmaceutical products to the value of Sw. frs. 27,350.00. This delivery had been made possible by drawing on the stocks of the Joint Commission, by the gift of a Hungarian national domiciled in Switzerland, and by drawing certain medical stores from the relief stores of the Australian and South African Red Cross Societies. The Commission’s 41 packages were routed to Marseilles and loaded on an American aeroplane.

In the Summer of 1945, the Joint Commission was able to make use of I.R.C.C. lorry convoys to send to Budapest important consignments of medical stores and sanitary material from the Don suisse, the International Child Relief Union and the Child Relief Association (O.S.E.).

At this time, several gifts began to arrive from various Hungarian relief committees in the United States, South America and Switzerland. The first funds received by the Joint Commission came from “Hungarian-American Relief, Inc.” A sum of 10,000
dollars, which had been announced as early as April 1945, and was paid over on 24 May, was not effectively received by the Commission until August. A second gift to the same amount was made in September. Thanks to these gifts, the Joint Commission was able to purchase considerable quantities of medicaments, serums and vaccines, which it was possible to despatch as early as October. Unfortunately, this relief action was considerably retarded by transport difficulties.

Towards the end of the year also, relief committees in Mexico, Teheran, and Brazil began to transfer funds to the Joint Commission; but these funds could not be employed until 1946, when the Commission was enabled to make its first deliveries of foodstuffs to Hungary. In point of fact, communications with Hungary, which were very precarious, had not until then allowed of the delivery of large quantities of goods, and it had been necessary to confine operations to the despatch of goods of primary necessity, e.g., medicaments and sanitary material.

Moreover, the transfer of funds from Central and South America took considerable time. An example may be given in the transfer of the first payment of the Free Hungary Committee in Mexico, which was set on foot in August 1945. This was a sum of 1000 dollars, and it was not received by the Joint Commission until December of the same year.

The first set-train for Hungary left Switzerland on 13 January 1946. It transported, inter alia, goods from the Irish Gift, from the Swiss Red Cross, from the American Joint Distribution Committee, from the Schweizerischer Hilfsvverein für jüdische Flüchtlinge in Ausland, from the Free Hungary Committee in Mexico, from the Unitarian Service, from Sœurs suisses and from the Teheran-Hungarian Assistance Committee, as well as from various Swiss relief committees.

At the beginning of 1946, railway communications had improved, and numerous donors were enabled to entrust the Joint Commission with the delivery of relief of all kinds.

Of the goods made available by the Irish Gift, more than 1400 tons of sugar and large quantities of condensed milk, milk cereals, biscuits, blankets, mattresses and clothing were despatched to Hungary and distributed, through the medium of the Hungarian
Red Cross and the I.R.C.C. delegation, among hospitals, asylums and canteens.

The Swiss Red Cross opened four homes in Budapest, housing 600 children who were fed from the goods which were forwarded by the Joint Commission on behalf of the Swiss Red Cross. Large quantities of clothing were also sent monthly from Switzerland.

In the second half of 1946, there also arrived in Hungary goods from the Gift of the South African Red Cross, from the Norwegian Gift, and from the Gift of the Australian Red Cross.

Finally, deliveries of medicaments, milk and tonic substances were financed by the Association of Swiss Evangelical Churches, by the Evangelical Churches of America, by Caritas, by the American Joint Distribution Committee, by the H.I.J.E.F., and by the National Red Cross Societies of Chile, Argentina, India and Sweden. In addition, numerous Hungarian Relief Committees had been established in Argentina, Brazil, Mexico, Spain, Iran, Sweden, etc., all of which sent funds to the Joint Commission.

The Don suisse used the Joint Commission to effect important deliveries of medicaments and bandages, and of foodstuffs, textiles, footwear, soap, surgical instruments, microscopes to hospitals, X-ray apparatus, etc. It also established four polyclinics, the equipment of which came from Switzerland, and which it maintained in operation.

The Hungarian Relief Committee in Switzerland and the London Hungarian Relief Committee despatched to Budapest, through the medium of the Joint Commission, numerous individual relief parcels which were distributed by the Hungarian Red Cross. The most diverse relief supplies were entrusted to the Joint Commission by the American Joint Distribution Committee, by the H.I.J.E.F.S., and by the great religious organisations referred to above. On more than one occasion, Hungarian nationals domiciled in Egypt made large gifts which allowed of the purchase of several hundred cases of condensed milk and of several tons of sugar and other goods destined for Hungarian children.

In addition, medical stores, sanitary material and hygienic requirements were despatched, thanks to the generous gifts of "American-Hungarian Relief, Inc.", of the British Red Cross, of the International Mutual Aid Relief, of the Association of Swiss Evangelical Churches, of the Hungarian Relief Committee at
Geneva, of the Argentine Red Cross, of the International Child Relief Union, and thanks also to the large-scale relief action undertaken by the South African and Australian Red Cross Societies and by the Don suisse.

The Joint Commission also sent the necessary material to equip four polyclinics at Ujpest, also selected laboratory instruments, doctors' and midwives' outfits, surgical instruments, ambulances on behalf of the Swiss Red Cross and of the Swiss Sanitary Centre, etc.

*Distribution.*

All deliveries of medicaments made in 1945 were addressed to the I.R.C.C. delegation at Budapest, which handed them on to the Central Office for Distribution of Medicaments at the Ministry of Social Assistance and Hygiene. This procedure allowed of adequate control of distributions. Distributions were not made through the medium of chemists, for fear of the black market, but through doctors or hospitals, preferably hospitals maintained by religious communities which accepted needy patients.

At the beginning of 1946, relief stores continued to be addressed to the I.R.C.C. delegation at Budapest, and distribution was, in general, carried out through the medium of the Hungarian Red Cross. Allocation between the various benevolent institutions was supervised by representatives of the Prime Minister's Office and of the Ministries of Social Assistance and of Food. A Hungarian Government Decree, however, instituted a system of control for all relief stores sent to Hungary from abroad. Thus as early as the Spring of 1946, the Hungarian Red Cross and the Hungarian authorities established a scheme for a committee, known as the "Committee of Five", composed of representatives of the Hungarian Red Cross, the Prime Minister’s Office, the Ministry of Social Assistance, the Ministry of Food and the Municipal authorities at Budapest (Social Welfare Section). The main object was to secure the assistance of technical experts versed in all questions of social assistance, rather than of political personages.

During preliminary interviews which took place in the presence of the I.R.C.C. delegate in Budapest, it was distinctly understood
that the Committee would respect any instructions which might be given it by the Joint Commission concerning the principles of distributing relief.

The scheme for the Committee was approved by the Inter-Allied Control Commission, and the Committee of Five began work in June 1946, on which date the office of the I.R.C.C. delegation in Budapest was closed down. From this time on, there was in Budapest only a small office of the International Red Cross Committee, where it was easy to make contacts with the convoy staffs whose duty it was to accompany the set-train between the Austrian frontier and Budapest. Nevertheless, the I.R.C.C. delegate in Vienna, who dealt specially with Joint Commission affairs, was instructed to keep regularly in touch with Budapest, in order to supervise the proper execution of the distribution plans drawn up by the Committee of Five. In addition, he was invited to take part in meetings of the Committee.

The Committee of Five was in practice entrusted with the duty of drawing up distribution plans for all gifts forwarded by the Joint Commission which were not earmarked for any special destination. Gifts intended for particular institutions were delivered directly to the beneficiaries by the Hungarian Red Cross. Finally, the Committee of Five was entirely responsible for all distributions of relief goods.

Until the Summer of 1946, the Hungarian Red Cross was responsible for all upkeep work (unloading, warehousing of relief stores, transmission to the beneficiaries), and bore the expenses of such work. The Hungarian Red Cross also communicated to Geneva all distribution plans and reports, letters of thanks and receipts. Later, it was decided that the Ministry of Food should be entrusted with the duty of receiving the relief stores of the Joint Commission and of unloading, warehousing and transmitting them to the beneficiaries, even when such beneficiaries were private relief institutions. Thus all goods forwarded by the Joint Commission were addressed to the Ministry of Food. This ensured them exemption from customs and transport charges.

In the Spring of 1946, there was also set up in Budapest a "Relief Co-ordination Committee" which sat under the chairmanship of the representatives of U.N.R.R.A. in Hungary. This was purely a consultative committee, the object of which was to
allow the various relief organisations in Hungary to exchange information concerning their activities.

Transport.

Until the beginning of 1946, the problem of communications with Hungary remained well-nigh insoluble. It has already been stated that, in the Spring of 1945, the only possibility of communication was by air. Although, however, the sending of further deliveries of medicaments by air had been contemplated in the Autumn of 1945, the scheme had to be abandoned, since American planes were becoming scarce in the Mediterranean, and air communications via Italy were too complicated because of the numerous changes of aircraft involved.

In the Summer of 1945, it became possible for the Joint Commission to make use of the I.R.C.C. lorries which transported large quantities of pharmaceutical products and sanitary material to Budapest via Vienna. Two representatives of the Joint Commission accompanied these lorries to Budapest. But the difficulties encountered in obtaining permits and visas for chauffeurs, convoy staff and delegates, and the heavy charges involved in the organisation of such convoys, made it necessary to abandon this method of transport.

It was therefore necessary to wait until the end of January 1946 before the first set-train for Hungary could be arranged. This train was the first to run from Western Europe since the end of the war.

From then on, the set-trains ran regularly, about two every month until May, and one per week from June onwards. Thus during 1946, 35 set-trains left for Hungary.

Relief stores for Budapest were routed to Vienna in the first instance, often simultaneously with stores destined for the Austrian capital. Then they had to be transhipped to Austrian or Hungarian wagons in all cases when the Swiss Railways had not been able to supply the Joint Commission with wagons direct for Budapest. The Austro-Hungarian frontier was crossed at Hegyeshalon, and there were no retarding formalities. On the other hand, it was always very difficult to obtain either Austrian wagons, which were scarce, or Hungarian wagons, which travelled empty
Weight and Value of Goods despatched by the Joint Commission to HUNGARY

<table>
<thead>
<tr>
<th>Year</th>
<th>Tons</th>
<th>Swiss Francs</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1944</td>
<td>Foodstuffs and Clothing</td>
<td>134,300</td>
<td>223,644.—</td>
<td>134,300</td>
</tr>
<tr>
<td>1945</td>
<td>Foodstuffs and Clothing</td>
<td>94,200</td>
<td>217,244.—</td>
<td>109,194</td>
</tr>
<tr>
<td></td>
<td>Pharmaceutical Prod. .</td>
<td>14,994</td>
<td>367,994.85</td>
<td>109,194</td>
</tr>
<tr>
<td>1946</td>
<td>Foodstuffs and Clothing</td>
<td>7,153,000</td>
<td>10,753,056.—</td>
<td>7,233,291</td>
</tr>
<tr>
<td></td>
<td>Pharmaceutical Prod. .</td>
<td>80,296</td>
<td>969,300.75</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Grand Totals .</td>
<td>7,335,888</td>
<td>12,531,239.60</td>
<td></td>
</tr>
</tbody>
</table>
from Budapest, to secure which lengthy negotiations were necessary. Since it was not an easy matter to obtain visas for Hungary, the same convoy staff of the Joint Commission, domiciled at Budapest, did a shuttle service between Budapest and Hegyeshalon or Vienna, in order to meet the relief trains and accompany them back to the Hungarian capital. The set-trains were also guarded by employees of the forwarding firm at Budapest, and by former Hungarian railwaymen, who carried out this work with the consent of the Hungarian authorities.

A Decree of the Hungarian Government, dated September 1946, confirmed the grant of free transport for the Joint Commission’s deliveries to Hungary, and of half-price for relief traversing the country.

Missions.

From the earliest moment that relief goods arrived in Hungary, the I.R.C.C. delegate at Budapest made himself responsible for the reception of the goods and their transmission to the beneficiary organisations.

During the journey to Budapest of the transport convoys referred to above, the Joint Commission took the opportunity of sending a representative to the spot.

Furthermore, from the beginning of 1946, the I.R.C.C. delegate who represented the Joint Commission in Vienna was entrusted with the duty of supervising the distribution of the Joint Commission’s deliveries to Hungary. With this object in view, he went regularly to Budapest and supplied the Commission with reports on the development of relief activities.
It was in the winter of 1940/1941 that the German Army occupied Bulgaria, and in March 1941 Bulgaria entered the war, too.

In 1943 and 1944, Sofia and several provincial towns were bombed on more than one occasion. It was estimated in 1945 that 20% of the houses in the capital had been destroyed, 95% had had all their windows broken, and 70% had damaged roofs.

As a result of the air raids, towns were evacuated and large numbers of people concentrated in villages which were not in a position to accommodate them, thus causing a rapid deterioration in health conditions. The number of evacuees from Sofia exceeded 420,000. On the other hand, military operations caused the influx of many refugees into the country, where health conditions had already become deplorable. An alarming spread of diseases such as typhus and malaria was noticeable, and there was an increase in infant mortality which, in the Spring of 1945, reached 14.7%.

Imports of medicaments had ceased in 1944, and the entire country was suffering from a serious shortage of pharmaceutical products and sanitary material. Thus, the Bulgarian Red Cross hospital in Sofia had only two ambulances for a town of some 700,000 inhabitants.

In 1944, the food situation was still comparatively good. But the drought of 1945 was a severe strain on the country. In 1946, on the contrary, the wheat harvest was fortunately better and allowed of an increase in the bread ration. In the Summer of 1946, the daily food ration was estimated at 1,800 calories. In some districts, however, it was considerably lower. Food for infants and young children was particularly scarce owing to the lack of sugar and milk.

But the Bulgarian peasant, who is accustomed to frugal fare, suffered a great deal more from lack of clothing and footwear than from insufficient food. The suspension of cotton and wool imports during the war years caused a great scarcity of textiles. In the
Autumn of 1946, the clothes and material available on the market corresponded to not more than one third of pre-war requirements. There was a special shortage of linen, bedding, sheets and blankets.

Relief Deliveries.

At the end of 1944, the I.R.C.C. delegate at Sofia sent a report to Geneva on the general situation and requirements of Bulgaria. To this report was appended a considerable mass of information supplied by the Bulgarian Red Cross. Then at the beginning of 1945, requests for aid for the Jewish population began to reach the Joint Commission.

There was general insistence on the deplorable sanitary conditions of the country, and on the urgent need for medicaments. An appeal from the representative of the American Joint Distribution Committee at Sofia asked for serums and vaccines to prevent epidemics of typhus, malaria and diphtheria.

In May 1945, in response to this appeal, the Joint Commission had despatched 900 kgs. of medicaments, the gift of the O.S.E. Child Relief Association to Jewish communities in Bulgaria.

The Joint Commission decided to make a donation itself from its stock of medicaments and, in July 1945, despatched from Geneva about 600 kgs. of pharmaceutical products, bandages and sanitary material, as well as a large quantity of insecticides, the gift of a Swiss chemical products firm, and medicaments purchased with the proceeds of a collection made among Bulgarian students in Switzerland.

About the same time, the Bulgarian Red Cross asked for soap, which was lacking throughout the country, and the Joint Commission was able, in October 1945, to despatch 500 cases, representing a total of 21 tons, taken from South African Red Cross stock. These cases were sent direct to Sofia from Port Said, where they were stored, via Istanbul.

In the meantime, the Joint Commission had received large gifts of medicaments from some of the big Swiss chemical factories for aid to Bulgaria, and 200,000 units of insulin which the American Red Cross had made available. All these pharmaceutical products, which were of inestimable value to the Bulgarian Red Cross, were despatched in October 1945.
In the Summer and Autumn of 1945, the Joint Commission also sent to Sofia from Split, where they were in store, clothing, footwear, vitaminised caramels, and soap, the gift of the South African Red Cross.

Finally, in 1945, the Don suisse sent Bulgaria certain pharmaceutical specialities for which the Bulgarian Red Cross had asked. This gift was divided between the three hospitals in Sofia, under the direction of a Swiss domiciled in the capital, who had received a mandate for the purpose from the Don suisse.

The Irish Gift of 50 tons of sugar was allocated by the Bulgarian Red Cross, which distributed rations of 2 kgs. to war orphans of under 10 years of age, to homes, orphanages and Ministry of War Schools, and to Public Health and Social Assistance departments. They also gave some sugar to homes for the war wounded, to antitubercular dispensaries, to children under treatment in clinics and sanatoria, and also to local Red Cross Committees which distributed certain quantities to refugees from Thrace.

Blankets were sent to the Bulgarian Red Cross children’s homes and to hospitals and hospices for the children of Sofia. Footwear was also distributed by the Bulgarian Red Cross.

During 1946, the Bulgarian Red Cross also distributed food, clothing, sanitary material and soap from the South African Red Cross, which had been transported by the Joint Commission.

Mention should also be made of the large consignments of serums and vaccines in the Spring of 1946, the gifts of the Swiss Institute of Serotherapy and Vaccination, of vitamin D, the gift of the British Red Cross, of 10 cases of penicillin from the American Red Cross, of numerous gifts from Swiss manufacturers of pharmaceutical products, of consignments of milk and sugar from the Committee of British Societies for Relief Abroad, of books from the Swiss Evangelical Churches, of two large consignments of medicaments and dressings, and cases of toys collected in Switzerland by the Joint Commission, etc., etc. In the Summer of 1946, the American Joint Distribution Committee sent to Sofia vast quantities of preserved fruit, tinned meat, chocolate, vitamins, oil, blankets and sheets.

Most of these supplies were addressed to the Bulgarian Red Cross, to which they were entrusted for distribution to those most in need. The Bulgarian Red Cross undertook also to hand
Weight and Value of Goods despatched by the Joint Commission to

BULGARIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Foodstuffs and Clothing</th>
<th>Pharmaceutical Prod.</th>
<th>Total Weight in Tons</th>
<th>Total Value Swiss Francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1945</td>
<td>139,200</td>
<td>3,529</td>
<td>142,729</td>
<td>755,154.10</td>
</tr>
<tr>
<td>1946</td>
<td>509,000</td>
<td>7,804</td>
<td>516,804</td>
<td>1,115,150.05</td>
</tr>
</tbody>
</table>

Grand Totals: 659,533 Swiss Francs
over to the addressees the goods sent to private relief organisations.

*Transport.*

The earliest consignments of medicaments for Bulgaria went *via* Marseilles, where they were addressed to the French Red Cross which handed them over to the Yugoslav Red Cross delegation in that town. The latter then undertook to forward them to Sofia *via* Belgrade.

Later, relief for Bulgaria always went by set-trains to Yugoslavia. These left Switzerland at Chiasso, and subsequently, *via* Trieste, crossed the Italian frontier at Divatsa and the Bulgarian frontier at Caribord. Some of them, however, traversed Austrian territory, entering Yugoslavia at Rosenbach. The Bulgarian Red Cross delegation, or the Bulgarian Legation at Belgrade, undertook to re-forward the relief to Sofia.

In order to obtain exemption from transit fees through Yugoslavia, the Joint Commission's consignments were addressed to the Yugoslav Red Cross at Ljubliana for transmission to the Bulgarian Red Cross, at Sofia. In practice the set-train wagons were sorted at Ljubliana and thence despatched to their respective destinations.

Supplies from the South African Red Cross, however, which arrived in Europe *via* Egypt, went by another route. Some of these supplies were warehoused at Belgrade and subsequently despatched by lorry to Sarajevo and thence by rail to Sofia. As has been seen, 400 cases of soap were sent to Sofia from Port Said *via* Istanbul.

Other supplies, which had been unloaded at Venice, were forwarded to Bulgaria *via* Trieste. Lastly, the Joint Commission also sent from Geneva South African Red Cross relief stores which had been unloaded at Marseilles in the Spring of 1946.

*Missions.*

The Joint Commission sent only one of its collaborators to Bulgaria, in May 1946, as convoy officer for a consignment of goods and clothing, the distribution of which he supervised in agreement with the Bulgarian Red Cross.
Germany

It was in February 1945 that the invasion of Germany from the west began. On 2 May, Berlin capitulated and hostilities ceased on the 7th of the same month.

During the months which followed, the food situation continued to deteriorate.

Germany was divided into four zones of occupation, each under separate control. Living conditions differed within each.

In the Summer of 1945, the daily rations distributed in the British and American Zones were more or less similar. In the French Zone, they were less. There was everywhere an almost complete shortage of fats, and milk was extremely scarce. Clothing and medicaments were lacking, whilst tuberculosis and venereal diseases showed a terrifying increase. The death-rate for old people and infants reached an enormous percentage. Hospitals and asylums, whose patients were ever on the increase, no longer possessed the remedies which would have enabled them to meet current requirements.

In the Russian Zone, uncultivated land had produced but little. There was a complete lack of milk, and meat and fats were scarce. Bread was distributed irregularly and in very small quantities. There was no sugar.

These general indications took account neither of the differences sometimes existing between the various towns, nor of the frequent fluctuation in food values.

On the whole, the situation was better in the country that in the towns. The areas hardest hit were the Sarre and the Ruhr in the west, and Silesia in the east.

But the arrival of refugees in the western zones further increased the difficulties of supplying food, clothing and medical attention. About 12 million people were directed to one or other of the zones, in accordance with arrangements drawn up by the Allied Council of Control. In addition to these exiles were the thousands of
refugees who, fleeing from the armies, had come from the east to the west of the country.

Exiles and refugees were in an extreme state of exhaustion, starved and in rags. In Berlin, where from 10,000 to 20,000 arrived daily during the course of several months, the refugees were assembled in centres where, however, they were not allowed to remain of more than 24 hours.

The arrival of refugees in towns where restrictions were already severe, and the problem of housing and feeding them, was a burden too great for the official organisations, and their tragic plight called for immediate action.

So far as life in the big cities is concerned, Berlin is typical.1

In the Spring of 1946, there was a big rise in the death-rate for old people. It was estimated that a workman's output was one-third of his normal pre-war capacity.

Sulphamides, insulin, heart tonics and vitamins were lacking. One-fifth of the school-children were unable to go to school for want of shoes.

With the Summer of 1946 came increased restrictions. Food rations were reduced, those in the American Zone remaining the highest. But a somewhat striking improvement, attributed to the relief which had been distributed, was noticeable in the health of Berlin children.

The areas most threatened were at that time the suburbs of Berlin, part of the provinces of Brandenburg and Mecklenburg, the Saar, the Rhine province of the French Zone, the Ruhr, the large cities in the east and in the west, and the areas which took refugees.

In September 1946, food supplies began to improve in the Russian Zone. But there was still no milk, since the herds had been well-nigh destroyed.

Similar needs were nevertheless felt in all the zones. There was everywhere a scarcity of milk, fats, cheese, flour, sugar and strengthening foods. Production of pharmaceutical products continued to be less than consumption.

Refugees, as well as prisoners-of-war, continued to arrive in the western zones.

The situation remained unchanged until the end of 1946.

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1 Cf. Chapter VII, "Relief Required", p. 103.
Relief Deliveries.

In October 1943, the Joint Commission had been able to send a few emergency consignments, including condensed milk and medicaments, to various towns, such as Essen, Stuttgart, Göttingen, Pforzheim, Frankfort and Hamburg. These were intended for children and invalids.

The Joint Commission had responded to different emergency appeals from the heads of hospitals and clinics. It had itself financed relief and had found donors in Switzerland.

Later, in collaboration with the Transport Service of the I.R.C.C., the Joint Commission was able to reach such towns as, e.g., Göttingen, Cassel, Frankfort and Hamburg.

For several months, however, the I.R.C.C. had been in negotiation with the Occupation Authorities. In October 1945, it had sent a special delegate to Berlin in connection with relief for civilians. The first task of this delegate was to draw up a general agreement with the Inter-Allied Commission of Control and, in particular, to obtain permission to help the civilian population in Berlin.

Agreements were signed with the Occupying Authorities: on 30 October 1945, for the British Zone; on 25 November, for Berlin, on 7 December 1945, for the French Zone; in March 1946 for the American Zone. As to the Russian Zone, a final agreement was signed in April 1946 1.

As soon as the agreements concluded by the special I.R.C.C. delegate became known, emergency groups and relief organisations in Switzerland, such as Caritas, the Ì€cumenical Church Council, and Swiss Inter-aid for Workers' Assistance (O.S.E.O.), applied to the Joint Commission to purchase and send relief to Germany, in particular, food and medicaments.

Furthermore, the Joint Commission was at that time in a position to use the "Irish Gift" goods, much of which, in accordance with the donor's wish, had been allocated to Germany. Part of a gift of vitamin D, made by the Red Cross Societies of the British Empire for underfed children in Europe, was also used, as well

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1 Cf. Report of the I.R.C.C.
as the I.R.C.C.'s first instalment of the donation from the German and Austrian prisoners-of-war in the U.S.A. The Swiss pharmaceutical industry also made large donations.

Moreover, the Don suisse for war victims sent medicaments, and started work in the more particularly threatened areas. Except for one or two lorry-loads, the Don suisse consignments passed through the Joint Commission.

Aid to Germany was slow in developing owing to administrative difficulties, transport problems and questions raised by emergency relief work.

The general health situation called for large supplies of medicaments, in particular for heart tonics, strengthening foods, sulfaamides and products for the treatment of scurvy and other skin affections.

Thanks to the reports from I.R.C.C. delegates, convoy staff and others on mission, the Joint Commission was kept constantly informed of any change in the situation. The I.R.C.C. delegates transmitted the appeals they received, gave advice as to estimated requirements and kept in touch with the distributing organisations to whom the Joint Commission's deliveries were consigned. Relief was distributed under their supervision, and they collected acknowledgments and reports on distribution addressed to the Joint Commission.

There could be no question of fully satisfying all the demands reaching Geneva. The Joint Commission strove to limit its intervention to certain classes of the destitute, in accordance with plans approved by the Occupying Authorities, with a view to using the goods as judiciously as possible.

So far as medical assistance was concerned, the Joint Commission endeavoured to keep hospitals, clinics and directors of Public Health Services supplied with medicaments and, in particular, insulin.

Distributions of food took place in childrens' homes, in homes for the aged and in school canteens where, for some months, thousands of children in the towns had extra meals. The Don suisse organised similar distributions in several zones.

As in other countries, the Joint Commission was entrusted by the donors with the duty of delivering food, medicaments and clothing to authorised German organisations. As a rule, the allo-
cation of these gifts took place normally. But under the regulations
laid down by the authorities, it was not possible in every case to
carry out the donor's suggestions to the letter. The reports relating
to the various zones will deal with the restrictions imposed
by necessity, as also by the fundamental principles of the Red
Cross, upon the distribution of gifts strictly in accordance with
the donors' wishes — as well as with the practice followed in
distributing.

French Zone.

The French Zone of occupation was of particular importance
to the Joint Commission. It is, of course, on the northern frontier
of Switzerland, and all consignments of relief from Switzerland
to Germany had to cross the zone.

It was divided into two parts: the southern, extending from
the Rhine as far as Karlsruhe; the northern, including the Palatinate and the Saar. A narrow corridor connected these two zones;
but rail transport had to pass from one zone to the other over a
line running in French territory.

The agreement of 7 December 1945, signed by General Koenig
and the special I.R.C.C. delegate, authorised relief work in aid
of civilians. Only details remained to be settled.

Advice of all the Joint Commission's consignments was sent
to the I.R.C.C. delegate at Baden-Baden, who forwarded the request
to the Occupation Authorities for approval. Consignments could
not go forward exempt from customs duty until such authorisation
had been granted.

Distribution was not carried out by the delegations themselves,
but was entrusted to local organisations—town councils, social
services, school authorities, etc., under the supervision of a delegate.
All goods were addressed to the I.R.C.C. delegation at Baden-
Baden for transmission to the distributing organisation.

The French authorities had, then, agreed to the principle that
relief should be given to civilians, on condition that the I.R.C.C.
certified that the consignments actually were relief, and that they
could check their distribution.

The German Red Cross was replaced by Municipal and Regional
Relief Committees (Hilfsausschüsse) thanks to which distribution
was organised. Recruited from among the population, the members of these committees assumed social duties, among others that of allocating and distributing donations from abroad. The distribution of goods sent by the Joint Commission was supervised by the I.R.C.C. delegate at Baden-Baden.

In other cases, the donating organisations themselves appointed groups to undertake distribution. This was the case with Caritas and the Protestant Churches. The Don suisse sometimes dealt with its relief work itself, by sending its own teams to the area.

Relief Deliveries.

Towards March 1946, the Occupying Authorities gave permission for the setting-up of Relief Committees (Hilfsausschüsse) on a communal and regional basis.

Gifts in kind were collected by committees in Switzerland for frontier towns or areas. Owing to transport difficulties connected with the boundary line, these parcels could not get as far as the northern part of the French-occupied Zone—the part which had suffered most severely.

The allocation of the "Irish Gift", the gift from German and Austrian prisoners-of-war in the United States, the Australian and South African Red Cross gifts, and, later, the donation from a Committee for Aid to Germany in South Africa, made it possible to send aid to several cities at particularly critical periods.

The relief parcels which the Don suisse asked the Joint Commission to forward made it possible to extend relief to an increasing number of beneficiaries.

Among the relief sent or dispensed by the Joint Commission may be mentioned:

(a) consignments of medicaments to university clinics;
(b) the distribution of clothing, the gift of the Swiss Red Cross, among twelve towns in the northern zone, and of layettes to eight homes in the same zone;
(c) the first allocation of the "Irish Gift"—condensed milk sugar, tinned meat and blankets — to Coblenz, Ludwigs-haven, Saarbrück and Trèves;
(d) the supply of food for several months to school canteens at
Saarbrücken, Trèves, Freiburg-im-Breisgau, Mayence and Coblenz;

(e) the despatch of hutment material to serve as annexes to social welfare establishments at Saarbrücken, Coblenz and Mayence and the opening of workrooms at Freiburg-im-Breisgau, Saarbrücken, Mayence and Trèves, on behalf of the Don suisse;

(f) the despatch of fresh fruit, food, potatoes, clothing and shoes to five big towns in the French Zone.

Other organisations, such as Caritas, the Friends, the Ecumenical Church Council, the O.S.E.O. (Inter-aid for Workers' Assistance), etc. entrusted the Joint Commission with all kinds of consignments for the population in the French Zone. Attention should especially be drawn to the thousands of standard parcels made up by the Joint Commission in the final months of 1946, partly with supplies imported into Switzerland, which were distributed by the authorised German organisations.

British Zone.

Under an agreement, concluded on 30 October 1946, with the Head of the Civilian Relief Units of the British Red Cross, and confirmed in Berlin by General Robertson, the I.R.C.C. obtained permission to send relief to Germans in the British Zone.

The destruction resulting from the war had made life particularly difficult for the inhabitants of three areas—the Ruhr, the Rhineland and Hamburg.

It was to this latter town that the Joint Commission, thanks to gifts from Switzerland, had, in October 1945, already sent food and medicaments by lorry. At the same period, 160 cases of condensed milk and meat reached Essen by similar means of transport.

At the beginning of 1946, a delivery reached Aix-la-Chapelle, including gifts—such as medical stores, vitamins and serums—from the South African Red Cross, the Red Cross Societies of the British Empire and the Joint Commission itself.

In the British Zone, the German Red Cross was on the list of organisations recognised by the Occupation Authorities, and was entrusted with the allocation and distribution of all gifts from abroad, which had been pooled. These organisations were Caritas, Hilfswerk der Evangelischen Kirchen Deutschlands, Deutsche Arbeiter-
wohlfahrt, and Jüdische Hilfe. Distribution was supervised by the I.R.C.C. delegate in the British Zone.

As was the case in the French Zone, advice of every consignment was sent in advance. On receipt of permit, the goods were despatched. The delegation acted as intermediary for transmission to the addressees of the consignments, which were not to be confused with the pooled goods. Individual parcels were not allowed.

Thanks to the gifts from the “Irish Gift” and the Swiss Association of Samaritans, the Joint Commission was able to send medicaments and disinfectants to Düsseldorf. This consignment was addressed to the City’s Health Department (Gesundheitsamt). Except in special cases, the medicaments were, as a rule, delivered to a centre entrusted with their allocation among the hospitals in a district or province. Movements of population, or the arrival of refugees in a town, would completely upset the health situation (sanitary conditions) which had until then been unaffected. It was impossible to foretell with certainty in what districts requirements would be most urgent. The health departments could, when necessary, draw on the reserves in the depots for the medicaments required, and obtain them in a very short time.

All the relief transported by the Joint Commission was sent to the districts most in need. Lubeck, Hamburg and Hanover received the “Irish Gift” goods.

In Düsseldorf and München-Gladbach in the Rhineland, children’s canteens were supplied by the “Irish Gift”. These supplies were set aside for children from 3 to 6 years of age, of whom there were 20,000 at Düsseldorf and 5,905 at München-Gladbach. In the former town, there were 21 canteens and 78 distribution centres; in the latter, 4 canteens and 30 centres.

Six days a week, children received one meal daily, consisting of biscuit flour, sugar and condensed milk, giving them approximately an extra 350 calories. These canteens continued in operation from April to July 1946.

1 Each child received a card bearing his name, on which the days of distribution were noted. The coupon for each day was either cut off or crossed out. A list of the children going to each distribution centre had been drawn up and, against each name, the portions delivered and the dates were noted. The quantity of goods received and consumed could thus be checked. The cost of distribution was borne by the German welfare organisations. No child was asked to pay for its meal.
The Don suisse, for its part, opened school canteens at Bochum, Gelsenkirchen, Dortmund, Düren and Clèves, where 1 000 children in each town received a daily meal. Approximately ten tons of food was divided in Hamburg among children's day nurseries.

Material for 35 huts, intended for Cologne and Aix-la-Chapelle, was used to construct annexes for hospitals. Furthermore, the Don suisse opened a workroom at Cologne.

The British Zone included very densely populated areas and the food crisis was severely felt there at the beginning of the Summer of 1946. Almost 1 300 tons of potatoes and food supplies were sent by boat and by train to the Ruhr.

In addition, 40 huts, intended for a refugee transit camp, were sent to Düren-Jülich.

The Don suisse food parcels were sometimes accompanied by teams of social workers. This was the case at Aix-la-Chapelle, Bochum, Gelsenkirchen, Düren, Jülich, Goch and Dortmund.

Clothing, material, sewing machines, and footwear were distributed at Düren, Jülich, Gelsenkirchen and Goch, and food was sent to all the centres already mentioned.

Towards the end of 1946, the Don suisse work was extended to Kiel, where a workroom was opened; in addition, 4 500 children were given additional meals.

The food situation became worse in November, and set-trains for the British Zone were given priority over those for other zones. Official rations had fallen below 1 000 calories per day. 120 wagons of goods from the “Irish Gift” left in one week. Further consignments were sent in December, thanks to the donation from the German colony in South Africa.

American Zone.

Generally speaking, the American Zone was less affected. The number of calories in the daily rations, thanks to imports from America, was maintained at between 1 200 and 1 400 calories.

Moreover, this was the last of the western zones to which the Joint Commission was authorised to send relief. The relevant decision was dated March 1946.

In response, however, to urgent appeals, the Joint Commission had, prior to that date, sent food and medicaments to Frankfort-
on-Maine, by means of gifts from Switzerland, and by using the vitamins given by the British Empire Red Cross Societies and the serums given by the South African Red Cross.

A similar procedure to that already described was adopted for giving advance notice to the I.R.C.C. delegation in Berlin of the despatch of relief to the American Zone. This, in fact, amounted to an actual request for import permits, for submission to the Occupation Authorities, in this case, the "Office of the Military Government of the United States" (O.M.G.U.S.). In order to deal with the allocation and distribution of gifts coming from abroad, the O.M.G.U.S. had appointed Relief Committees (*Hilfsausschüsse*) in the various cities and areas in its zone. These committees were composed of Germans representing the local authorities or welfare organisations.

At Stuttgart, there was a central committee (*Zentralkomitee der freien Wohlfahrtsverbände*), to which a list of the contemplated relief was submitted and which decided upon the allocation and division of such relief, taking into account, on the one hand, the wishes of the donors and, on the other, the technical possibilities of distribution. There were four big organisations recognised by the authorities, and distribution could not be carried out except through them. Those were: *Caritas*; *Evangelisches Hilfswerk*; *Arbeiter Wohlfahrt*; and the local Red Cross Society.

The decisions of the Occupation Authorities and the Central Committees were communicated to the Joint Commission by the I.R.C.C. delegate in Berlin. They almost invariably complied with the donors' wishes.

**Relief Deliveries.**

The condition of refugees arriving at the camp at Hof had already been brought to the Joint Commission's notice on several occasions. As soon as the Commission had means available, it arranged for the despatch of more than 200 tons of condensed milk, soap, tinned meat and clothing. This consignment left Switzerland in March 1946.

In April, large consignments of "Irish Gift" goods were despatched for refugee children, and for various camps at Hof, Fürth, Schedding (Passau), and to the cities of München, Nuremberg, Stuttgart, Karlsruhe, Mannheim, Cassel and Frankfort-on-Maine.
Distributions of food, the gift of the O.S.E.O. were extended to several towns in the American Zone, such as Cassel, Bremen, Frankfort, Stuttgart and München.

The *Don suisse* opened childrens’ canteens in Stuttgart and München for seven weeks from July to September. Large consignments of “Pacific Packs” of American army stocks were sent to Stuttgart. The parcels contained vitamin tablets, sweets and chocolate.

The “Irish Gift” sugar was fairly frequently used in the *Don suisse* school canteens to improve and make up deficiencies in the menus. This agreement between the Joint Commission and the *Don suisse* enabled the best use to be made, for the greatest good of a large number of children, of goods of a very high food value, which were hardly adaptable for individual distribution.

**Berlin.**

From the outset of the Allied Occupation, Berlin enjoyed a special status. It was divided into four zones, American, British, French and Russian. It was, moreover, the seat of the Inter-allied Control Committee, whose decisions were applicable to the whole of Germany.

For these reasons, the I.R.C.C. decided to appoint a special delegate in Berlin whose task it was to discuss with the Occupation Authorities the relief work for civilians.

**Relief Deliveries.**

In November 1945, the Joint Commission took medicaments worth Sw. frs. 20,000 from its stocks for despatch to the Berlin hospitals. At the beginning of 1946, the *Don suisse* sent medicaments which were divided amongst twenty public hospitals and ten private hospitals, containing altogether about 15,000 beds. Sanitary relief, as in other cases, took priority over the supply of victuals. There was hardly a break in sanitary relief during the months which followed.

With the support of donors such as the South African Red Cross, the British Empire Red Cross Societies, the *Don suisse*, the Œcumenical Church Council, the World Lutheran Association, etc.,
more than 50 tons of medicaments, serums, vaccines and vitamins were sent to Berlin by the Joint Commission during the first half of 1946.

Berlin received part of the "Irish Gift", parcels from the Irish Red Cross, the *Don suisse*, the South African Red Cross, in all, over the same period, more than 900 tons of various goods, including 800 tons of food.

When railway traffic was resumed between Switzerland and Berlin, that is to say, in January 1946, the Joint Commission organised set-trains to Berlin. Accompanied by convoy staff, these trains reached their destination within four or five days and the goods transported were deposited in warehouses on guarded premises. The allocation of relief was carried out, as in the other zones, in the first place to help establishments which regularly distributed meals to certain classes of the poor.

The first set-train arrived in Berlin in January 1946. The 78 tons of food which it brought were used to feed about 8,000 children in homes. The food lasted about 100 days. Distribution was also made to hospitals, children's homes and evacuee camp.

Up to June 1946, a further set-train left for Berlin, loaded with 830 tons of sardines, condensed milk, tinned meat, dried eggs, various kinds of soup flour, biscuits, vitaminised milk, fats, chocolate, etc.

The plans for distribution, which were drawn up by the special I.R.C.C. delegate in agreement with the authorities, attempted to meet the everchanging requirements of the moment.

The first allocations was confined to expectant mothers and nursing mothers. Large quantities were made available to holiday homes, where the weakest and most destitute of the Berlin children went to spend a few weeks, children's homes and hospitals, school canteens, orphanages, hospices for the aged, etc.

The gift from the German and Austrian prisoners-of-war in the United States made possible the purchase, *inter alia*, of several thousand sleeping bags and woollen blankets, which were used in the camps for repatriated prisoners and evacuees from the east.

The Irish Red Cross entrusted 10 tons of malt extract and cod-liver oil to the Joint Commission for the exclusive use of the children of Berlin.
Up to the end of 1946, thirteen set-trains were sent to Berlin. The distribution of relief was supervised by the special I.R.C.C. delegate, and reports, accompanied by letters of thanks, regularly reached the Joint Commission, which sent them on to the donors.

Although modest in comparison with requirements, the deliveries made by the Joint Commission had considerable effect on the health of the Berlin children. They were the means of bringing some of them through the most difficult periods of 1946.

The allocation of relief to the reception centres for refugees, whose destitution and weakness were extreme, was the means whereby the health and social staff were able to alleviate their appalling distress.

_Sovietic Zone._

In April 1946, the negotiations which had been going on with a view to securing permission to send aid to civilians were successful, and the second set-train left for Berlin loaded with goods also for the Soviet Zone.

_Relief Deliveries._

While negotiations were still continuing between the Occupation Authorities and the I.R.C.C. delegate, the Joint Commission decided, in order that help might be given as speedily as possible in case of need, to send to Berlin a certain quantity of goods to be kept in stock and reserved for the population of the Soviet Zone. These consignments arrived in the second set-train, which at the same time brought relief for the people of Berlin.

Authorisation once obtained, methods of distributing were settled during interviews which the I.R.C.C. delegate had with the Distributing Committee for the Russian Zone. The following were the principles agreed upon:

1. When distributions were made to institutions such as children's homes, all homes were to benefit whether they were financed by the State or by a private organisation. They were to receive relief so long as they carried on humanitarian work.
2. The donors' wishes were to be respected insofar as the quantity of goods received was in proportion to the number of people which the organisation in question could reach. This was in order to debar members of small communities from enjoying a privileged situation as the result of gifts from abroad.

Furthermore, it was agreed that consideration should first of all be given to children, and that committees should be appointed to supervise distribution. The origin of the goods would be made known to the beneficiaries and reports would be furnished.

The special delegate of the I.R.C.C. had permission to visit the distributing premises, to assist in allocating the relief or to control the use made of it.

At the end of May, it was possible to obtain a general conspectus of the allocation of the relief which had already reached Berlin. There were 353 tons of goods, supplied by the "Irish Gift" and by the gift of the German and Austrian prisoners-of-war in the United States, which the Joint Commission could use, at its discretion, for Germany. The consignment consisted of sugar, biscuits, condensed milk, tinned meat, and stoves and cooking pots for canteens.

The relief work affected 12,000 children who, for four weeks, were given an extra meal, allowing them 500 calories a day. The provinces most in need in the Russian Zone which benefited were: Brandenburg (6000 children); Mecklenburg (2000 children); Saxe (Land Sachsen) 3000 children. Furthermore, in the province of Saxe, where 2000 refugee children had just arrived, 500 children threatened with tuberculosis were given an extra meal daily for 100 days.

The successive consignments sent by the Joint Commission were allocated and distributed by the same intermediaries. Control carried out on the spot by the I.R.C.C. delegate showed that all precautions had been taken to ensure that the relief was fairly distributed among those most needing it, and that the donors' wishes were respected.

Moreover, in some cases big donor organisations were authorised to distribute their gifts themselves after their plans for allocation had been brought to the knowledge of the authorities.
For its work in aid of Berlin, the Joint Commission had available, besides the "Irish Gift", the goods purchased with the funds put at its disposal by the German and Austrian prisoners-of-war in the United States, the gifts of the German colony in South Africa, the medicaments given by the British Empire Red Cross Societies, and funds from big relief organisations such as the International Child Relief Union, the Œcumenical Church Council, the Lutheran Church of the United States, etc.

In agreement with the medical services of the areas benefiting, deliveries of medicaments were distributed to hospitals, reception camps for refugees or liberated prisoners, and to hospitals in the provinces of Brandenburg and Mecklenburg, at a time when the shortage of medicaments was particularly acute.

With regard to food, in accordance with the donors' wishes, supplies were sent to the areas most in need, to children's homes or hospitals for children. A certain amount was reserved for maternity homes and for distribution to expectant mothers.

The Joint Commission did its best to combine the allocation of supplies from various donors so as to give the beneficiaries a regular supplement of nourishment, or to arrange that additional vitaminised products, strengthening foods, etc., might be added to the food distributed by other organisations.

In agreement with the Don suisse, the menus of the meals given to children in the school canteens included supplies forwarded by that organisation as well as supplies out of the "Irish Gift", i.e., sugar, condensed milk and biscuits.

Several hundred tons of goods were also used at the stations through which the trains bringing refugees from the east passed, where canteens had been opened for them, e.g., Weimar, Schwerin, Leipzig and Dresden.

Several thousands of blankets were lent to the camps which received liberated prisoners-of-war, especially those at Eisenach and Erfurt.

Imports.

When the Occupation Authorities took over the administration of the territory allotted to them, they reserved to themselves the right of deciding what goods should or should not be imported into
their zones. The procedure to be followed for obtaining a permit to send relief to civilians differed, during 1946, according to zone. On the whole, however, the regulations in force in the western zones were identical.

The Joint Commission advised the I.R.C.C. delegation in advance of the despatch of relief, indicating the nature, tonnage and origin of such relief. The delegation transmitted these requests to the competent authorities. It then informed the Joint Commission that the import permit had been granted, or had been refused.

Mention has already been made, in the sections concerning each zone, of the institutions or organisations authorised by the military authorities to effect distributions.

The mail, which at the outset, left for Berlin only three times a month, was so slow that the delegations were frequently compelled to give notice by telephone of the decisions taken regarding consignments forwarded by the Joint Commission. Confirmation of these indications in writing often reached Switzerland only after the goods had left.

As regards the Russian Zone, it was the I.R.C.C. delegation in Berlin which negotiated with the Occupation Authorities, took delivery of the goods and supervised their re-transmission to the eastern zone.

*Transport.*

The Joint Commission’s first shipments to Germany were the not very heavy parcels of pharmaceutical products which were addressed to the I.R.C.C. delegations. At that time, railway traffic for civilian requirements was almost completely suspended, and on some occasions it was necessary to have recourse to lorries, a speedy but expensive method.

In February 1946, the British Red Cross very kindly came to Basle to load some of the “Irish Gift” goods intended for the British Zone on to a convoy of 24 lorries. It had then just been possible, by means of wagons in Switzerland at the time, to organise the first set-train for Berlin. But the scarcity of rolling-stock was making itself felt, and this was always a difficult problem to solve.

The railway companies had some difficulty in making up their
Weight and Value of Goods despatched by the Joint Commission to

GERMANY

<table>
<thead>
<tr>
<th>Year</th>
<th>Foodstuffs and Clothing</th>
<th>Pharmaceutical Prod.</th>
<th>Total Weight</th>
<th>Total Value</th>
</tr>
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<tbody>
<tr>
<td>1944</td>
<td>3,800</td>
<td>10 200.—</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1945</td>
<td>408,600</td>
<td>1 378 205.50</td>
<td>11,580</td>
<td>80 404.85</td>
</tr>
<tr>
<td>1946</td>
<td>25 392,000</td>
<td>34 420 791.—</td>
<td>25 712,586</td>
<td>37 167 123.40</td>
</tr>
<tr>
<td></td>
<td>320,586</td>
<td>2 740 362.40</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Grand Totals :  26 170 560   39 049 293.15
minds to allow wagons out of the country, since it was often many months before they returned, if indeed they ever did return. On the other hand, each zone in Germany had a tendency to keep for its own use a comparatively small number of railway engines and wagons which had escaped destruction and, being unaware of the importance of the work of the Joint Commission, were loth to respond to the urgent requests which were constantly being made.

In January 1946, a regular service of set-trains was organised from Basle. When the quantity of relief permitted, whole trains were loaded for despatch to a single town or area. This was the case for Berlin and Stuttgart, where the Central Allocation Committee had its headquarters for allocating gifts from abroad for the American Zone.

Often, however, trains were made up of wagons for various destinations in the three western zones, and the convoy teams had to make sure during the journey that these were delivered to the receiving organisations or to the I.R.C.C. delegations in the towns through which they passed.

Between the end of August and the beginning of October 1946, it became extremely difficult to obtain the necessary wagons to make up set-trains. Negotiations with the railway authorities in the various zones gave some hope that the rolling-stock of the British Zone, the American Zone and the French Zone might be made available. Although these negotiations were not immediately successful, they were, nevertheless, instrumental in showing how important was the question at a time when Red Cross parcels were so much appreciated, and how the authorities themselves wished to see the service continued. Thanks to the goodwill of the administrations, the Joint Commission's requests were given satisfaction in a large measure, and consignments could be regularly sent to all the zones.

As in other countries, the Joint Commission's consignments to Germany were exempt from transport charges. This exemption was granted by virtue of an arrangement fixing the conditions for forwarding relief to prisoners-of-war and civilian internees.

When the tonnage transported was very heavy, it was manifestly impossible automatically to apply this decision, and exemption from transport charges was abolished. To avoid any interruption in the relief work already begun, the Joint Commission was compelled
WEIGHT AND VALUE OF GOODS DESPATCHED BY THE JOINT RELIEF COMMISSION (1941—1946)

<table>
<thead>
<tr>
<th>Year</th>
<th>Tons</th>
<th>Value (Swiss Francs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1941</td>
<td>2,539,801</td>
<td>3,314,066.62</td>
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<tr>
<td>1942</td>
<td>28,035,470</td>
<td>53,889,469.33</td>
</tr>
<tr>
<td>1943</td>
<td>39,474,878</td>
<td>70,605,662.80</td>
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<tr>
<td>1944</td>
<td>8,201,803</td>
<td>25,434,738.85</td>
</tr>
<tr>
<td>1945</td>
<td>15,266,058</td>
<td>40,555,147.19</td>
</tr>
<tr>
<td>1946</td>
<td>71,738,246</td>
<td>120,452,437.65</td>
</tr>
</tbody>
</table>

Total: 165,256,256 Tons, 314,251,522.53 Swiss Francs
for several weeks to settle transport charges either in Swiss francs at the time of departure, or in marks on arrival. But the steps which were taken at the time resulted in a reversion to the old method until the Control Council in Berlin had taken a decision. It was not until December 1946 that the Joint Commission learned that transport charges on relief parcels were to be borne by the beneficiary areas.

Missions.

The presence of several I.R.C.C. delegations made it unnecessary to send Joint Commission staff on mission. The latter’s collaborators did, however, pay visits in 1946 to the various zones in Berlin in order see whether it might not be possible to solve the transport problem on the spot.
Deutsches Generalkonsulat
Rue Charles-Bonnet 6
Genf


Im Auftrag des Auswärtigen Amtes hat das Deutsche Konsulat die Ehre, dem Internationalen Roten Kreuz in Beantwortung des vorgenannten Schreibens das Folgende mitzuteilen:


Hilfssendungen, die aus dem Ausland für die Bevölkerung der besetzten Gebiete eingehen, geniessen im deutschen Herrschaftsbereich Zoll- und Frachtfreiheit, wenn sie an die vorgenannten Beauftragten
APPENDIX I

REPLY OF THE GERMAN GOVERNMENT TO THE JOINT APPEAL OF 22 NOVEMBER 1940

[Translation]

GERMAN CONSULATE, 6, rue Charles-Bonnet, Geneva.

Geneva, II June 1941.

The International Committee of the Red Cross and the League of Red Cross Societies informed the German Government, in a joint letter dated 14 December 1940, of the relief action which they were contemplating for the benefit of women and children in the war-devastated areas in Europe. To this letter was appended a copy of an appeal addressed to the Governments of the Balkan countries and countries of the Near East, in which the hope was expressed that these Governments might take action to explore any possibilities of the purchase or exchange of foodstuffs within the framework of the relief action contemplated. In this communications, the International Committee of the Red Cross and the League of Red Cross Societies expressed the wish that the German Government should take into consideration, as it has already done, the special conditions under which the organisations in question could accomplish their work of relief.

By order of the Ministry of Foreign Affairs, the German Consulate has the honour, in reply to the letter referred to above, to make the following communication to the International Red Cross.

The German Government has authorised the principle of gifts in kind and in cash from neutral countries destined for the populations of areas occupied by German troops, with the exception of private gifts for a specially named beneficiary. The German Red Cross is entrusted with the duty of supervising relief activities for the benefit of necessitous populations of the occupied areas, and with the duty of controlling all such relief activities and the distribution of gifts. Delegates of the German Red Cross are entrusted with the duty of carrying out this work in all occupied districts.

Relief deliveries coming from abroad and destined for the populations of occupied areas will, in all territories under German control, enjoy exemption from customs dues and freedom of transport, if addressed to the delegates of the German Red Cross referred to above. The distribution of the gifts will be made through the medium of the appropriate relief organisations in the occupied areas, according to the wishes of the donors.
des Deutschen Roten Kreuzes gerichtet werden. Die Verteilung der
Spenden erfolgt durch eigene Hilfsvereinigungen der Bevölkerung der
besetzten Gebiete gemäß den Wünschen der Spender.

Eine Inanspruchnahme der Spenden für deutsche Truppen oder
deutsche Amtstellen ist ausgeschlossen. Vertretern der Spender
können auf Antrag von Fall zu Fall gelegentlich Besuchsreisen in die
besetzten Gebiete zu dem Zweck gestattet werden, sich von der ordnungsgemässen Verteilung der Spenden zu überzeugen. Die ausländischen
Spender können auf die Unterstützung und Mitarbeit der Beauftragten
des Deutschen Roten Kreuzes und der örtlichen deutschen Fürsorge-
behörden rechnen.

 Dieser allgemeinen Einstellung zu Hilfsaktionen des neutralen Aus-
landes entsprechend ist die Deutsche Regierung bereit, dem von dem
Internationalen Komitee vom Roten Kreuz und von der Liga der Rot-
kreuzgesellschaften geplanten Ernährungshilfswerk für Frauen und
Kinder in den vom Krieg betroffenen Gebieten Europas die nach Lage
der Sache möglichen Erleichterungen zu gewähren. Soweit sich dieses
Hilfswerk auf Frauen und Kinder in den von den deutschen Truppen
besetzten Gebieten erstrecken soll, ist die Deutsche Regierung bereit,
es in dem vorstehend dargelegten Rahmen zuzulassen und zu fördern.

(s.) Krauel.
It is expressly forbidden for German troops and German officers to
benefit in any way by such gifts. Representatives of the donors are
authorised, at their request in individual cases, to undertake journey
into occupied territories in order to convince themselves that the gifts
are being properly distributed. Foreign donors may rely on the full
support and collaboration of the delegates of the German Red Cross and
of the local German welfare societies.

In accordance with what has been stated above as regards relief
action originating in neutral countries, the German Government is
prepared to grant all possible facilities to the plan proposed by the Inter­
national Committee of the Red Cross and of the League of Red Cross
Societies for the supply of foodstuffs to women and children in all areas
in Europe which have been affected by the war. To the extent to which
such relief can be afforded to women and children in areas occupied by
German troops, the German Government is prepared to authorise and to
advance such a relief plan within the limits hereinbefore laid down.

(Signed) Krauel.
APPENDIX II

CONSTITUTION OF THE JOINT RELIEF COMMISSION
OF THE INTERNATIONAL RED CROSS
23 July 1941

Canton of Geneva

The Office of Me Ernest-Léon Martin,
Notary of Geneva
15, Quai de l’Ile

In the year one thousand nine hundred and forty-one, on 23 July,
In the presence of Me Ernest-Leon Martin, notary at Geneva,
undersigned

There appeared

1. M. Carl Burckhardt, of Basle, domiciled at Cologny, near Geneva,
and M. Edward de Haller, of Berne, domiciled at Geneva, 25 route de
Malagnou, both members of the International Red Cross Committee
acting in their respective capacities and on behalf of the International
Red Cross Committee, an association situated at Geneva, and having
appeared for this purpose
on the one hand

2. M. Bonabes, comte de Rougé, of French nationality, domiciled
at Geneva, 16 rue des Granges, and M. Georges Milsom, of French na­
tionality, domiciled at Geneva, 16 rue de Candolle, the former being Secretary­
General and the latter Assistant Secretary-General of the League of Red
Cross Societies
acting in their respective capacities for and on behalf of the League
of Red Cross Societies, an association which is located at Geneva, and
having appeared for the purpose described
on the other hand

who have, for the purpose of carrying out the humanitarian relief
action carried on by the International Red Cross Committee and the
League of Red Cross Societies, set up by these presents an association,
for the purpose of which they have agreed upon the following statutes:

Statutes of the Association: "The Joint Relief Commission of the
International Red Cross".
Article 1.

Under the title of "The Joint Relief Commission of the International Red Cross", hereinafter called "The Association", there shall be constituted an Association covered by Articles 60 et seq. of the Swiss Civil Code.

The Association is endowed with legal personality. It is registered in the Register of Commerce.

Article 2.

The object of the Association is to carry out relief work which it is desirable to entrust to a special and distinct organisation of the International Red Cross Committee and the League of Red Cross Societies, for the benefit of civilian populations — victims of the war — in particular, women and children.

Article 3.

The Headquarters of the Association is at Geneva.

Article 4.

The resources of the Association are constituted as follows:

(a) by the existing assets of the Joint Relief Commission of the International Red Cross Committee and of the League of Red Cross Societies;

(b) by sums which the International Committee of the Red Cross and the League of Red Cross Societies place at the disposal of the Association;

(c) by gifts or bequests which may be made to the Association, and by any sums which may be granted for its relief action, with or without any special requests as to destination.

Article 5.

The organs of the Association are: a General Assembly, composed of the International Red Cross Committee and the League of Red Cross Societies, together with a Council appointed by that Assembly and composed of an unequal number of members.

The Council must, in particular, include two or more members appointed on the proposal of the International Red Cross Committee and the same number of members appointed on the proposal of the League of Red Cross Societies.

The General Assembly shall decide on the duration of the mandate of the members of the Council.

Article 6.

The decisions of the General Assembly must be unanimous.

The decisions of the Council are by majority vote and are valid only if they are supported by at least one of the members appointed on the
proposal of the International Red Cross Committee and by one of the members appointed on the proposal of the League of Red Cross Societies. The Minutes of the Council shall mention the names of the members who have adopted decisions.

Article 7.

The Council is empowered to carry out any work implied in the aims of the Association, and, in particular, to administer the funds of the Association and to make decisions on all expenditure according to the instructions of the General Assembly.

It is not, however, empowered to enter into any contract unless the corresponding financial cover is effectively assured.

Article 8.

The assets of the Association may be used only to guarantee the contracts made by the Association, to the exclusion of any personal or joint responsibility of members of the Council of the Association or of the International Red Cross Committee or its members, or of the League of Red Cross Societies or its members.

Article 9.

The responsibility of the Association can be engaged only by the collective signature of two members of its Council whose names are registered in the Register of Commerce.

The Council appoints those of its members who can thus engage the responsibility of the Association, and is responsible for deciding the form of the collective signature.

Article 10.

The Association may be dissolved at any time, either by decision of the General Assembly or by the resignation of one of its members.

In such a case, unless the General Assembly arrives at a contrary decision, the Council shall act as the Committee of Liquidation.

Article 11.

Provisional Arrangement.

The Association takes over all the assets of the Joint Relief Commission of the International Committee of the Red Cross and the League of Red Cross Societies, together with all undertakings into which the said Commission, or its members as such, may have entered up to the constitution of the Association.

* * *

After drawing up, as above, the Constitution of the Association which they wished to create, the founders called a general Constituent Assembly.
of which, at their request, the undersigned notary made the following report:

The Assembly took place on the present day, at Geneva, under the provisional Chairmanship of M. Carl Burckhardt.

M. Jean Lalive acted as secretary.
The above Statutes were read and definitely approved.
The meeting then proceeded to appoint the Council of the Association.

The Assembly decided at the outset that, until further notice, the Council should be composed of five persons and that the duration of the mandate of each of its members should not be definitely decided, since it was for the Assembly to determine a mandate at its discretion.
The following members of the Council of the Assembly were unanimously elected:

on the proposal of the International Red Cross Committee:

M. Carl Burckhardt;
M. Edward de Haller,
mentioned above,

on the proposal of the League of Red Cross Societies:
The Comte de Rougé;
M. Georges Milsom;
mentioned above,

on the proposal of the International Committee of the Red Cross and the League of Red Cross Societies,

M. Robert Boehringer, of German nationality, domiciled at Geneva, avenue Beau-Séjour, No. 23.

The members of the Council, being all present, stated that they accepted the duties entrusted to them,
They assembled as a meeting of the Council of the Association and unanimously adopted the following resolutions:

I

M. Carl Burckhardt is elected Chairman of the Council for the period ending 31 December 1941.
M. Jean-Flavien Lalive, Doctor of Law, domiciled at Geneva, rue de Monnetier, No. 12, will undertake the duties of Secretary of the Association,
The right of signing on behalf of the Association is conferred upon:

M. Carl Burckhardt, and M. Edward de Haller. \{ Group A. \}

The Comte de Rougé, and M. Georges Milsom. \{ Group B. \}

The members of the Council who are authorised to sign can act only collectively; one of the signatures must necessarily belong to Group A and the other to Group B.

There being no further business, the Minutes of the present meeting have been signed by those present, and by the notary concerned.


Registered at Geneva, the thirtieth day of July, 1941, Vol. 249, No. 1974. Received: nine francs, 25 centimes.

(Signed): Ern.-Léon Martin (notary).
APPENDIX III

CHANGES IN THE STATUTES OF THE JOINT RELIEF COMMISSION OF THE INTERNATIONAL RED CROSS

24 August 1945.

Article 5
(previous text)

"The organs of the Association are a general assembly composed of the International Red Cross Committee and the League of Red Cross Societies, together with a Council appointed by the Assembly composed of an unequal number of members.

"The Council must be constituted, inter alia, of two or more members appointed on the proposal of the International Red Cross Committee and an equal number of members appointed on the proposal of the League of Red Cross Societies.

"The General Assembly shall determine the duration of the mandate of the members of the Council."

(new text)

"The organs of the Association are:

1. A General Assembly, composed of the International Red Cross Committee and the League of Red Cross Societies.

2. A Council appointed by the Assembly, composed of an unequal number of members; the Council must include, inter alia, two or more members appointed on the proposal of the International Red Cross Committee and an equal number of members appointed on the proposal of the League of Red Cross Societies.

3. An Executive Committee of three members, the Chairman of which is appointed by the General Assembly, and two other members appointed respectively by the International Red Cross Committee and the League of Red Cross Societies."

Article 7
(previous text)

"The Council is empowered to carry on all activities covered by the objects of the Association and in particular the administration of the assets of the Association and to decide on all expenditure according to
the instructions of the General Assembly.

"It can, however, contract no engagement unless the corresponding financial cover is effectively assured."

(new text)

"The Executive Committee is empowered to carry on all activities covered by the objects of the Association and, in particular, to administer the Association's assets. It is entrusted with the general direction of business and is responsible for administration to the General Assembly."

Article 7 bis

"The Council exercises the functions of a supervisory organisation."

Article 9

(previous text)

"The responsibility of the Association can be engaged only by the collective signature of two members of its Council whose names are registered in the Register of Commerce.

"The Council appoints those of its members who can thus engage the responsibility of the Association and is responsible for deciding the form of the collective signature."

(new text)

"The responsibility of the Association can be engaged only by the collective signature of two persons acting either as members of the Council or as agents appointed by the latter."
APPENDIX IV

INTERNATIONAL RED CROSS COMMITTEE.
CENTRAL PRISONERS-OF-WAR AGENCY

Headquarters of the General Council.

To M. Albert Lombard,
Chairman of the Joint Relief Commission
of the International Red Cross,
Geneva.

Mr. Chairman,

With reference to Article 10 of the Statutes of the Joint Relief Commission of the International Red Cross, the International Red Cross Committee has decided to withdraw from the Association set up in connection with the League of Red Cross Societies on 23 July 1941, under the title of: "The Joint Relief Commission of the International Red Cross".

The International Red Cross Committee considers that, from the present time on, its collaboration with the League which was provided for under Article IX of the Statutes of the Red Cross adopted at The Hague in 1928, can be carried on in the form referred to in this Article by the appointment of a representative of the two organisations in question attached to the League and to the International Red Cross Committee.

In point of fact, the existence of the Joint Commission, which had a legal personality distinct from those of the International Red Cross Committee and of the League of Red Cross Societies, was justified only so long as the League, which is a federation of all National Red Cross Societies, was prevented by the war from direct action in negotiations with the belligerent Powers. The International Red Cross Committee therefore requests you, Mr. Chairman, to consider, at an early meeting of the Council of the Joint Commission, under what form the liquidation of the Joint Commission can be effected. The Committee desires that current activities should be in no way compromised and that the work in favour of the civil populations should be carried on through the medium of the institutions which collaborated in the work of the Joint Commission.

I have the honour to be, Sir, Your obedient servant.

(Signed) Carl J. Burckhardt,
President of the I.R.C.C.
APPENDIX V

League of Red Cross Societies
Geneva

To Professor C. Burckhardt,
President, International Red Cross Committee
Geneva.

Mr. President,

During our last interview, you informed me that the International Red Cross Committee considers it desirable to contemplate in the near future, the liquidation of the Joint Relief Commission of the International Red Cross. On 23 May, M. Albert Lombard forwarded to me a copy of the letter which you addressed to him on 18 May, stating that the International Red Cross Committee had decided to retire from the Joint Commission and referred him to Article 10 of the Statutes of the Commission. The League notes this decision, which automatically involves the liquidation of the Joint Relief Commission of the International Red Cross.

I agree with you in thinking that, the war conditions which led to the creation of the Joint Commission having ceased to exist, the collaboration between the League and the International Red Cross Committee in the matter of relief for civilian populations can now assume a different form that which was chosen in 1941 by the two International Red Cross Institutions.

On the other hand, it is certain that, for some long time to come, as a result of the war, the collaboration between the International Committee and the League must remain close and continuous in the sphere of those relief works provided for in Article IX of the Statutes of the International Red Cross. The clause which deals with the appointment of an accredited representative for the two organisations attached to the International Red Cross Committee — a clause which must clearly be carefully observed — does not seem to me sufficient of itself to ensure the efficient co-operation of the two Institutions. In the post-war period, it seems to me necessary that the two Institutions should provide for the creation of a technical permanent liaison organisation, on as small a scale as possible, but capable of carrying into effect the joint
policy of the International Committee and of the League, or the relief activities which may from time to time seem desirable to one of the two Institutions, but which Article IX of the Statutes of the International Red Cross compels these institutions to carry out in common. I am glad to have been able to observe, in the course of our interview, that you share these views.

It would therefore be desirable that the Council of the Joint Relief Commission should, in the near future, consider under what form the liquidation of the Commission can be effected.

I have the honour to be, Mr. President, Your obedient servant.

(signed) B. de Rougé,
Secretary-General.
APPENDIX VI

EXTRACTS FROM THE MINUTES OF THE FIFTH SESSION OF THE BOARD OF GOVERNORS OF THE LEAGUE OF RED CROSS SOCIETIES,
PARIS, NOVEMBER 1945

Chairman: The Hon. Basil O'Connor, Chairman of the American Red Cross

The Chairman: .................................................................

This morning I had what I consider — and what I know you would also consider — a great treat: the opportunity of having breakfast with that great man, President Max Huber. We discussed many things, and among them the continuance of the Joint Relief Commission. We both feel, and we hope you will join in that feeling, that the Joint Commission should be continued for the time being, that it should not be dissolved or liquidated at this time, but should go on with its work — adapting its work, of course, to the situation as it appears to be from time to time. So, with your approbation, provided we have no dissent, I have agreed with President Huber that the Joint Commission will continue. (Applause).

Professor Max Huber: ...........................................................

I was also very glad, Mr. Chairman, to hear the statement you made in connection with the continuance of the Joint Commission, which is a joint creation of the International Red Cross Committee and of the League of Red Cross Societies. I think it most important that this Joint Commission be maintained, as it is still in a position to render immense services to all classes of civilians who have been affected by the war. In the present circumstances, when distress is overwhelming in so many countries, I believe it would be a mistake to abandon so efficient an organisation before something has been created to take its place. This Commission can render valuable service not only to the Red Cross Societies, but also to other humanitarian institutions. So I am very happy to know that it will, for the present, continue its activities as in the past for as long as it can render useful service.
APPENDIX VII

ADVISORY CONFERENCE OF DELEGATES OF RED CROSS NATIONAL SOCIETIES
GENEVA, 15 OCTOBER — 2 NOVEMBER, 1945

RECOMMENDATIONS OF THE ADVISORY CONFERENCE OF THE DELEGATES OF THE RED CROSS NATIONAL SOCIETIES TO THE BOARD OF GOVERNORS OF THE LEAGUE.

II

Discussions took place between the delegates and representatives of the International Red Cross Committee when questions concerning the formation of a new Joint Bureau and Foundation were discussed. The new organisations are designed to replace the former Joint Commission which had been ministering relief during the war.

It appears that, although the Joint Bureau would be an exclusively Red Cross Organisation, the Foundation would be the executive instrument for handling relief measures on behalf of any benevolent society of whatever character. While delegates were willing to co-operate with the International Committee in the Joint Bureau, they were not entirely satisfied that continued participation with societies other than Red Cross was desirable. For this reason it was agreed that a Recommendation on this point of principle should be put to the Board of Governors.

The Conference recommends:

That the question of joint relief action between the League and the International Committee be referred to the Board of Governors at their next meeting. In the meantime, nothing should be done which might impede relief measures now in progress.
APPENDIX VIII

RESOLUTION ADOPTED BY THE 19TH SESSION OF THE BOARD OF GOVERNORS OF THE LEAGUE OF RED CROSS SOCIETIES, OXFORD, 8-20 JULY 1946

JOINT RELIEF ACTION

The Board of Governors,

considering that action towards the mitigation of suffering contributes towards the development of solidarity and peace between men, requests National Red Cross Societies rapidly to intensify their service activities in order to obtain effective results, thus diminishing suffering.

The duty of the League of Red Cross Societies is to facilitate the exchange of relief between National Societies and to maintain contact between them towards this end.

The Board resolves:

1. That all Red Cross relief where possible be channelled from one Red Cross Society to another.

2. That the League should entrust its representatives with the duty of concluding agreements or taking the appropriate measures to secure:
   (a) that the League and the International Committee of the Red Cross continue their joint relief action for a period of six months, after which the Joint Relief Commission of the International Red Cross be liquidated and responsibility assumed by the League directly;
   (b) that the Joint Relief Commission restrict its relief action to relief initiated by Red Cross organisations.
   (c) that the Joint Relief Commission terminate immediately its present activities in which it serves as the purchasing and transporting agency for non-Red Cross organisations.
   (d) that the Executive Committee of the Joint Relief Commission be abolished immediately and the direction of the Commission be achieved by a Council composed of two representatives of the International Committee of the Red Cross and two representatives of the League.
APPENDIX IX

LIST OF PUBLICATIONS OF THE JOINT COMMISSION

I. Reports of Commission's Activities:

Action by the Joint Relief Commission of the International Red Cross for the Benefit of Women and Children Victims of the War, 1941, 15 pp......................................................... print Eng. Span. Fr.

Work of the Joint Relief Commission of the International Red Cross, for the Benefit of Women and Children Victims of the War, 1942, 12 pp............................................ print Ger. Eng. Fr.

Activities of the Joint Relief Commission of the International Red Cross, 1943, 12+8 pp.......................................................... print Ger. Eng. Fr.

Activities of the Joint Relief Commission of the International Red Cross, 1941-44, 14 pp.......................................................... print Ger. Eng. Fr.

Activities of the Joint Relief Commission of the International Red Cross 1945, 16 pp.......................................................... print Ger. Eng. Fr.

Activities of the Joint Relief Commission of the International Red Cross, June 1946, 22 pp.......................................................... print Eng. Fr.

Action on Behalf of Jews, 1944, 6 pp......................................................... roneo Eng. Fr.

La collecte de jouets et de livres d'enfants, octobre 1945, 30 pp.......................................................... print Ger. Fr.


Collecte de prothèses dentaires pour les prisonniers de guerre et internés civils, 1944, 7+3 pp.......................................................... print Ger. Fr. It.

Déportés-Réfugiés-Internés-Israelites dans divers pays d'Europe, 1944, 111 pp.......................................................... roneo Fr.

II. Technical and Scientific Studies:

A propos de la lutte contre le typhus exanthématic et la fièvre récurrente épidémiques (Prof. H. Mooser) 1943, 10 pp.......................................................... print Ger. Fr.

De la lutte contre les épidémies, 1943, 5+4 pp.
The Treatment of Bacteriological Infections
with Sulphananrides, 1944 . . . . . .
Le problème de l’insuline en Europe, 1939-1945,
22+4 pp. 1re édition, octobre 1945 . . .
Fettversorgung Europas, september 1945,
63 pp. . . . . . . . .
Deficit in the Food Ration of the European
Continent, May 1944, 152 pp. . . . .
First Supplement to Deficit in the Food Ration,
etc., December 1944, 140 pp. . . . .
Second Supplement to Deficit in the Food
Ration, etc., April 1945, 18 pp. . . . .
Composition and Use of Milk Food, January
1945, 13 pp. . . . . . . .
Aliments lactés, leur composition et leur emploi,
deuxième édition, avril 1945, 22 pp. . . .
Stockage et conservation des principaux ali­
mements, janvier 1945, 106 pp. . . . .

III. Information:

Food Requirements in the European Continent:
France, 1944, 64+19 pp. . . . . . . .
Greece . . . . . . . . . . .
Yougoslavie, 1944, 32 pp.
Europaisches Kinderelend im Spatherst, 1945,
december 1945, 6 pp. . . . . . . .

News Summary:
No. 1. Hungary, June 1946 . . . . . . .
No. 2. Austria, July 1946 . . . . . . .
No. 3. Poland, July 1946 . . . . . . .
No. 4. Yugoslavia, August 1946 . . . .
No. 5. Italy, September 1946 . . . .
No. 6. Bulgaria, October 1946 . . . .
No. 7. Czechoslovakia, October 1946 . . .

News Bulletin:
No. 1. June 1946 . . . . . . .
No. 2. July 1946 . . . . . . .
No. 3. August 1946 . . . . . . .
No. 4. September 1946. . . . . . .
No. 5. October 1946 . . . . . . .
"Contributions toward the Preparation of Swiss Relief for Populations Victims of the War", 32 Pamphlets, published between 22.3.1944 and 24.6.1946. (See below)

Considerations générales, Contribution No. 1, 22.5.44, 4 pp. ........................................................... roneo Ger. Fr.

IV. Publications concerning the Situation in, or the Dispatch of Relief to Various Countries:

Albania:

Report on the Situation in Albania

Germany:

Rapport sur la situation à Berlin, début avril 1945
Contribution No. 19, 23.5.45, 14 pp. ........................................................... roneo Ger. Fr.

Rapport sur la situation dans les Alpes bava­roises au 15 avril 1945
Contribution No. 20, 31.5.45, 14 pp. ........................................................... roneo Fr.

La situation sanitaire en Allemagne
Contribution No. 20, 31.5.45, 14 pp. ........................................................... roneo Fr.

Lage in Deutschland im Sommer 1945
Contribution No. 22, 30.5.45, 15 pp. ........................................................... roneo Fr.

Report on the Situation in Hamburg, October 1945

Bericht über die Lage in Hannover im Oktober 1945
Contribution No. 29, 11.12.45 ........................................................... roneo Ger.

Bericht über die Lage in Göttingen im Herbst 1945
Contribution No. 28, 10.12.45 ........................................................... roneo Ger.

Saarbrücken
Contribution No. 32, 24.5.46, 7 pp. ........................................................... roneo Ger.


Austria:

Rapport sur la situation alimentaire et sanitaire en Autriche.
Contribution No. 24, 13.7.45, 18 pp. ........................................................... roneo Fr.

Ernährungs­lage in Oesterreich
Contribution No. 31, 21.2.46, 18 pp. ........................................................... roneo Ger.

Belgium:
Distribution of Medical Supplies in Belgium (American Red Cross) 1943, 11 pp. roneo Eng.
Envois de médicaments en Belgique, 1941-42, 43 pp. roneo Fr.
Envois de vivres et vêtements 1941-42, 144 pp. roneo Fr.
Envois de vivres et vêtements 1941-1942-1943, 38+7 pp. roneo Fr.
Envois de médicaments 1943, 40 pp. roneo Fr.
Envois de vivres et vêtements 1943, 266 pp. roneo Fr.
La participation de la Commission mixte de Secours de la Croix-Rouge internationale à l'action d'entr'aide en faveur de l'enfance et de la population civile de Belgique, 1941-44, 35+10 pp. roneo Fr.
Les besoins alimentaires dans quelques pays européens: Belgique, 1944, 47+20 pp. roneo Fr.
La situation sanitaire et alimentaire en Belgique, 1944, 10 pp. roneo Fr.

Bulgaria:
Note sur la situation en Bulgarie Contribution No. 16, avril 1945, 14 pp. roneo Fr.
Bulgaria, News Summary, No. 6, October 1946, 6 pp. roneo Fr. Eng.

Finland:
Envois de vivres et médicaments en Finlande, 1941-42-43, avril 1945, 23 pp. roneo Fr.

France:
Envois de vivres et vêtements, 1941-42-43, 183 pp. roneo Fr.
Envois de médicaments 1942-43, 30 pp. roneo Fr.
Envois de vivres et vêtements 1944, 117 pp. roneo Fr.
Camps du Sud de la France, 1940-44, 1945, 67 pp. roneo Fr.
Secours à certaines régions de France Contribution No. 2, 18.9.44, 8 pp. roneo Ger. Fr.
Esquisse des besoins dans l’Ardèche et dans le Vercors (France)
Contribution No. 3, 3.10.44, 8 pp. . . . roneo Fr.

Note sur la situation dans les départements de la Drôme et de Vaucluse et sur l’état des besoins
Contribution No. 4, 10.10.44, 6 pp. . . . roneo Fr.

Situation alimentaire dans les départements du littoral méditerranéen
Contribution No. 5, 16.10.44, 7 pp. . . . roneo Fr.

Enquête sur la situation alimentaire du Briançonnais (Hautes-Alpes)
Contribution No. 6, 26.10.44, 6 pp. . . . roneo Fr.

Etat des besoins dans les départements du Doubs, de la Haute-Saône, du Jura, avec une note sur les régions de Montbéliard et de Belfort.
Contribution No. 7, 10.11.44, 11 pp. . . . roneo Fr.

Aperçu général sur la situation dans le sud-est de la France
Contribution No. 8, 6.12.44, 27 pp. . . . roneo Fr.

La situation sanitaire dans quelques départements du sud-est de la France et leurs besoins en médicaments pour les mois à venir
Contribution No. 9, 15.12.44, 27 pp. . . . roneo Fr.

Situation alimentaire et sanitaire en Alsace
Contribution No. 10.20.12.44, 10 pp. . . . roneo Fr.

La situation en Normandie
Contribution No. 12, 25.1.45, 8 pp. . . . roneo Fr.

Situation dans la vallée de la Moselle (Départements des Vosges, de la Moselle et de la Meurthe-et-Moselle).
Contribution No. 14, 4.3.45, 12 pp. . . . roneo Fr.

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