

Introduction.

The wide range of services for which a Welfare Officer may be responsible may make it impossible for him to give personal attention to all of them. It may therefore be advisable that the Welfare Officer reserve for his personal attention only those services—such as personal counselling and certain aspects of child care—requiring the special skills he may possess. To assure adequate welfare services in other fields, it may be necessary to enlist personnel from the displaced persons themselves and Allied Liaison Officers.

Information Service.

1. An Information Service is essential both to the administration of the Assembly Center and to its population. It will facilitate the rapid dissemination of directions, instructions and reliable information and it will assist in gaining the confidence of the residents of the Center. It is an essential welfare service because it will refer people to the proper source for the help they require.

2. In each Assembly Center certain general announcements may be necessary. Arrangements should be made for such matter to be transmitted to the Center residents by means of bulletin boards, posters, loud speakers, and general assemblies of the Center population.

3. To answer the questions of displaced persons, Information Bureaux should be established at Assembly Centers if in any locality where the number of displaced persons warrants the establishment of one.

a. Information Bureaux should be located so as to be readily accessible and should be well marked with suitable signs so as to be easily recognized. Posters giving the location of Information Bureaux should be placed in appropriate centers.

b. It will be the responsibility of Assembly Centers Directors and of Welfare Officers to obtain from appropriate sources up-to-date information.

4. *Types of Information to be Provided at Assembly Centers:*

Displaced Persons in Assembly Centers will be eager for information such as:

- (1) How long they are likely to remain in the Center;
- (2) Recent news of their home countries and communities;
- (3) The process by which they may secure the documents necessary for repatriation;
- (4) The probable length of time before they can be repatriated;
- (5) Arrangements for housing, feeding, child care, and other arrangements for living in the Center;
- (6) Opportunities for work within or near the Center;
- (7) Methods of communicating with relatives or friends; and
- (8) Arrangements for transportation, food and other necessities for the journey to Reception Points in their home countries.

Personal Counselling and Service.

1. Many displaced persons will be found to be suffering from mental disorders, anxiety, worry over lost relatives, and financial troubles which are typical of a host of problems which can arise to plague Center Directors or others involved in the care and repatriation process.

2. To handle these problems, skilled counselling services should be available at Assembly Centers and other areas where displaced persons concentrate so that the displaced persons may be given the opportunity to discuss their problems with someone who may aid them in working out the solution. The objective of personal counselling from the point of view of Military Government is to minimise the hindrances to orderly repatriation which may be encountered if these personal problems are ignored. In many cases problems which appear troublesome and important to the displaced person can be solved if only he is given the opportunity to discuss them.

3. Counselling services should be distinguished from Information Services. These latter are more or less routine, will be used by practically all the displaced persons, and may be operated by relatively untrained persons. Counselling services, on the other hand, will be required only by a few displaced persons and should be rendered only by trained or experienced persons. Such persons should be of the same nationality, if possible, as the displaced persons.

4. Successful counselling requires (a) skill and experience in personal counselling, (b) an understanding of the varying backgrounds and circumstances of displaced persons and (c) patience and understanding. Counselling should aim to help the individual to gain the fullest understanding of his own personal situation in relation to repatriation, and the reasons underlying official plans and particular procedures. There will undoubtedly be cases of psychological disturbance too acute to respond to the methods suggested above. Where they are a source of disturbance to other people, cases of this kind may be referred to the Welfare Officer. Counsellors should be warned against inexpert attempts at diagnosis, since symptoms may manifest themselves in contradictory ways (e. g. in over-aggressive behaviour, or in pronounced inertia and indifference), or may be successfully concealed except at some critical juncture.

Children's Services.

1. Children in Assembly Centers will fall into two groups:

- a. Those who are accompanied by their own parents, or legal guardians.
- b. Those who are unaccompanied, and those in charge of adults having no legal responsibility for them.

2. Accompanied Children.

Where children are with families, every effort must be made to keep the family together. If children are temporarily lost or separated, Information Bureaux, Registration records and other means should be employed to reunite the family as rapidly as possible. Special care must be taken in registering such children.

3. Unaccompanied Children.

a. These children may be lost or separated from their families, abandoned or orphaned. Some may be without identification either because of accident or because of a deliberate act on the part of their parents to protect the child, or because of an act of the enemy.

b. The number of unaccompanied children of Allied nationality in enemy territory is not known. From information available the following groups of such children are likely to be found:

(1) Children who originally were deported in labor groups with their parents or who were born in enemy territory, but have since become orphans or completely separated from parents.

(2) Children who were deported from Allied countries and have been reared as enemy children. These children (estimates run into tens of thousands) will present special difficulties. It may be in the best interests of these children to leave them where they are until their ultimate disposal has been determined. In any case their presence should be reported to the Allied Liaison Officer concerned for decision by his government.

(3) Children of unions between enemy nationals and United Nations nationals who were deported into enemy territory, or between nationals of different United Nations.

(4) Children who have been in hiding in Germany because their parents were looked on with disfavor by enemy authorities for reasons of race, religion, or political affiliation. Many of these children have been cared for by sympathetic people who may, upon collapse, bring them to the nearest Assembly Center.

(5) Children of the United Nations who have been deported as laborers. As these children will be in the older age groups, it should be possible to treat most of them in the same way as adult displaced persons. A few may present special problems requiring the particular attention of Welfare Officers.

c. Military authorities or civilian agencies working under their direction will have a major responsibility for unaccompanied children. Responsibility for unaccompanied children of known nationality will, of course, be transferred to their respective national governments as soon as circumstances permit.

4. Types of Service.

The care and repatriation of children, whether accompanied or unaccompanied, will involve collection; registration; appropriate shelter accommodation; special feeding arrangements; day-time activities; movement, and repatriation. In the case of unaccompanied children, the primary objective is to reunite them with the families at the earliest possible moment.

a. Collection.

Where a child is cared for adequately in an enemy home and where such adequate care can be continued, it should not be removed until the Allied Liaison Officer concerned makes plans for its disposition. However, under no circumstances should children be permanently placed nor should any plans for adoption be consummated.

Under all circumstances, the best interests of the child must be the determining factor.

b. Registration.

(1) General. Because of the great importance of preserving all information that may help to identify, or otherwise help properly to provide for children, free use should be made of space 24 of the D. P. 2 card for the recording of any useful information.

(2) Accompanied Children. In registering children accompanied by relatives, great care must be exercised to make sure that they are properly identified so that they may continue to benefit from the protection of their relatives. In registering children accompanied by persons other than their own families, the safeguards suggested below for registration of unaccompanied children should be followed to ensure protection of the child.

(3) Unaccompanied Children.

(a) The standard procedures for registration of displaced person will have to be supplemented in the case of unaccompanied children. If possible, persons who are experienced in caring for children and who understand how to deal with them should be given responsibility for their registration. The identity of some children may be unknown; some children may conceal their identity. Younger children may not be able to supply the information required. Indirect methods rather than direct questioning of the child will often be the most effective way of obtaining data. Every effort must be made to secure needed data from the family with which the child has been staying and from local authorities as well as from the child himself, so that the Registration Record may be filled out completely.

(b) Every child unaccompanied by his own family or by an adult with legal responsibility should be registered as an unaccompanied child. In filling out the D.P. 2 Card for each unaccompanied child, the word "unaccompanied" should be inserted in the upper left hand corner of the card. If the child is also unidentified, the words "unaccompanied-unidentified" should be inserted. If the child's name is unknown or if he has been given a name by someone other than his own family, the words "real name unknown" should be inserted, under Item I on the Registration Record, after the name by which he is called.

(c) Particular attention should be given to Items 2, 5, 6, 10, 11, 24. In space 24 should be listed names and addresses of brothers, sisters and other relatives, data on residence in enemy country including names and addresses of persons with whom child has stayed, etc. It is suggested that, where necessary, additional sheets be attached to registration cards to show sources of information entered on the card.

(d) In the Center files the original D.P. 2 cards or unaccompanied children should either be specially marked or filed in a special section. The marked cards (or special file) should be indexed alphabetically according to family name. Such a file will facilitate the clearance of inquiries received regarding unaccompanied children and will expedite the tracing of relatives.

(e) Every unaccompanied child should be tagged with his identification disc immediately after registration. Photographs should be made of each unaccompanied child if possible. The photograph should be attached to the registration record.

c. *Shelter and Care.*

(1) *Accompanied Children.* Where children are with their families or persons familiar to them, every effort should be made to keep the family together. The ordinary care of children is the responsibility of the family or accompanying adult. In living quarters where the children are housed, attention must be given to sleeping arrangements, lavatory facilities, etc., suited to their particular needs and safety.

(2) *Unaccompanied Children.* Unaccompanied children should not be placed with unrelated family groups or single adults in Assembly Centers except as a last resort or as a strictly temporary expedient until other arrangements are made.

(a) Wherever possible unaccompanied children should be segregated by nationality and, if possible, housed apart from adults in some local institution or home which may be requisitioned. Persons in charge should be of the same nationality as the children and experienced in handling groups of children. Some of the displaced persons themselves may have the necessary qualifications.

(b) Except in emergencies, unaccompanied children of Allied nationality should not be billeted or placed in enemy households, nor should they be placed in the care of local agencies or institutions where this involves any direct contact with enemy personnel. Suitable local facilities may, however, be requisitioned.

(c) Where the number of unaccompanied children in an Assembly Center is small, it may be advisable to transfer them to some other center where there are sufficient numbers to permit provision of appropriate care and services.

(d) If food is served in common dining rooms, special feeding arrangements may be needed for the preparation and serving of food for children up to about five years of age.

d. *Day-time activities.*

Day-time activities for small numbers of children can be undertaken on a simple basis with supervision given by mothers and some older girls and boys.

e. *Movement of Children.*

(1) Movement of children should be planned carefully. Every child under 16 years should be in the charge of an authorized adult escort. For children of mixed age groups over 12, one adult should accompany the party for every fifteen children; for mixed age groups under 12, one adult for every party of ten children. Mixed age groups are preferable as older children may assist with the care of younger ones. It is difficult to move large numbers of children under five together.

(2) Identification discs, tags or cards should be fastened to young children who, if they were lost, could not be readily identified.

(3) Those in charge of children should have full details of the movement and should be instructed carefully as to their duties. They should not leave the children until they have turned them over to those responsible officials to whom they were instructed to deliver them. Special problems of feeding and care enroute should be carefully considered and planned. For large parties, medical and nursing personnel should accompany the group if possible.

f. *Special Groups of Children.*

Children mentally or physically handicapped, those suffering from debilitation, emotional disturbances or shock and those who present behaviour difficulties, may require special care and services.

g. *Feeding Infants and Children from Army Rations.*

While every possible attempt should be made to take care of the special foods needs of children, C and K type U.S. Army rations (or their equivalent in British Army rations) may be used in emergencies (see Appendix 3 for details).

Special Services for United Nations Women.

1. *Older Girls and Women.* The girls and women coming to Assembly Centers will include many who had been forcibly separated from their families and driven into forced labour in Germany. Many of these women and girls will need special opportunities and encouragement to regain a sense of self-respect and social dignity. Every effort should therefore be made to create in the Centers an environment that will respect the personal dignity of women who have been subjected to degrading experiences and to protect them from being stigmatised. Special arrangements and services needed by women and girls include as much privacy and personal consideration as possible during the process of cleaning and medical examination; housing accommodation allowing for the maximum of privacy and affording opportunities to improve the appearance of their living quarters; personal counselling service for those who have had particularly painful experiences or who need assistance in planning for their return home; suitable occupational activities and social activities affording an opportunity of engaging in constructive work and of participating in the operation of the Assembly Center; special protective measures for girls and young women whose situation might otherwise be exploited.

2. *Expectant and Nursing Mothers.* Where expectant and nursing mothers are, received in Assembly Centers, they may require special diets or supplementary food, special housing arrangements and clothing in addition to medical services and perhaps special arrangements for care of children during confinement.

Services for Aged, or Handicapped Persons.

1. The aged, handicapped persons and other special groups will require special housing arrangements, special diets, and other services. It may be necessary to house some of these persons in hostels rather than in large communal centers. Their movement may also require special planning.

2. Attendants should be prepared for the possibility of having to remove from trains and convoys those who become ill in transit. Plans should also be made in advance for general welfare services to be available to them both enroute, at points of transfer, and upon arrival at destinations.

Recreational activities.

1. The smooth working of Assembly Centers will depend in large measure upon a program which will keep the displaced persons busy and help them to occupy their time constructively. Satisfactory occupation of leisure time will help to sustain morale, prevent grievances from assuming undue proportions, and considerably ease the task of the Center Director.

2. Most displaced persons will not remain long enough to warrant the formal organization of recreational activities. However, there may be instances where displaced persons may remain for a considerable period and leisure time activities should be made available. This is particularly important for children and youths. Personnel for these activities can often be secured from among the displaced persons themselves. Current plans provide that at least a minimum of recreational supplies and equipment shall be furnished to UNRRA teams. National Governments have also been requested to provide recreational and leisure-time supplies and equipment. Such supplies as may be available in Germany can be requisitioned. German cinemas may be requisitioned and films may be obtained through military cinema services. The greatest possible variety of projects should be sought in order to meet the interests of different groups.

3. Displaced persons will be hungry for news and knowledge about their homeland. News services, reading rooms, talks by Nationals Liaison Officers, radio facilities—these and similar devices can serve to impart information and aid morale. The types of activities that can be organized are numerous but the particular program must, of course, depend on the local situation. News broadcasts for United Nations displaced persons in Germany are being planned.

Religious Ministrations.

1. Displaced persons in Assembly Centers should be permitted and assisted to conduct such religious services as they desire.

2. Ministers and others able to conduct religious services may be available from among the displaced persons themselves, from national agencies and from international religious bodies which are desirous of sending ministers to the larger Assembly Centers. Army chaplains may be able to aid where available.

3. The services of local religious leaders in Germany should not be utilized except with the consent of military authorities, whose approval must be obtained through the Director of the Assembly Center concerned.

Communications.

1. *Postal Facilities.* Civilian postal communications will be reopened as quickly as military considerations permit and, when re-established,

may be used by displaced persons in Germany to communicate with friends or relatives in other countries, subject to normal censorship.

2. *Use of Field Post Cards.* To provide an immediate and effective means of communications by *displaced persons in Germany* with their homes, relatives and friends, the Allied Authorities have instituted a system of Field Post Cards (see AG 383.7-1 GE-AGM of 3 December 1944). There will be available in Assembly Centers cards printed in Dutch, English and French and other languages.

3. *International Red Cross "Enquiry Registration" Cards.* After the first several weeks in the post-collapse period, displaced persons who do not have a known address in their home country and who wish to locate some relative will be encouraged to use the I.R.C.P. 10027 "Enquiry Registration" forms. These forms will be routed through a "National Tracing Bureau" and the enquiries that cannot be satisfied in a National Tracing Bureau will be sent to Geneva. The purpose of these forms is not communication as such but merely to locate a missing person. These enquiry registration cards will be used only for those persons who expect to stay in a given center for at least two months or more.

Provisions of Welfare Items.

1. Until such time as pocket money becomes available for displaced persons basic welfare items such as cigarettes, razor blades, toilet and shaving soap and other toilet necessities should be requisitioned from the German authorities and issued free of charge to United Nations displaced persons on a scale not exceeding current PX or EFT Allied PW ration scales.

2. When pocket money becomes available canteens should be established in all Assembly Centers where United Nations displaced persons can purchase such articles.

3. If supplies from local German sources are insufficient they may be obtained through U.N.R.R.A. channels.

Personal Documents.

1. Displaced persons should be given aid in securing papers and documents which may be important in connection with births, deaths, marriages, claims against employers, claims for social insurance benefits, personal property, and related matters.

a. *Deaths.* Administrative responsibility for displaced persons who die at an Assembly Center rests with the Center Director (see CA/d5 and CA/d19).

b. *Marriages.* If displaced persons in Assembly Centers get married they should see that the marriage is recorded according to local law and that certificates are issued to the individuals concerned. If the man and woman intending marriage are of different nationalities, it should be made clear to them beforehand that the mere fact of marriage will not automatically entitle the wife to be admitted to the husband's home country or vice versa (see Part II Sec 3 para 6).

c. *Births.*

- (1) Births, like deaths, should be recorded at the office of the office of the local civilian registrar of vital statistics. This is a responsibility of the Center Director.
- (2) Births should be recorded also on the Assembly Center Registration Record Card which some National authorities might want to recognize as a legal document. In other words, this card might be used as a temporary birth certificate until the child's arrival in the country of destination. Where possible, a copy of the birth certificate filed with local authorities should be given to the parent. A note should be made in the "Remarks" space of the Registration Record Card, stating that "This card does not in itself constitute a valid certificate of birth."
- (3) In space 24 of D.P. 2 the following information should be entered:
 - (a) Parents' address;
 - (b) Parents' occupation;
 - (c) Parents' registration numbers; and
 - (d) Hour of birth of child.
- (4) The Medical Clearance Certificate should bear the signature of the medical officer, nurse or midwife who attended the birth.
- (5) The Registration Record Card for a child born in a Center should be prepared in triplicate, the original copy to be given to the parents of the child. The remaining copies should be handled the same as for other displaced persons.

Conclusion

There are many welfare problems of Center administration not covered in this chapter. It should be emphasized that the only hope for preventing or alleviating human suffering in many cases will be the imagination of Assembly Center officers and their ability to improvise on the spot. Regardless of how all policies may be defined in advance or how carefully plans may be laid, the determining factor in any welfare or repatriation program is the way the responsible administrative officer perform. If these officers have a clear understanding of the problems and are imaginative in finding solutions for these problems their tasks will be made easier and the displaced persons will be materially aided in the process of their care and repatriation.